Plan for Canada's Capital

A Second Century of
Vision, Planning and Development

1999

National Capital Commission
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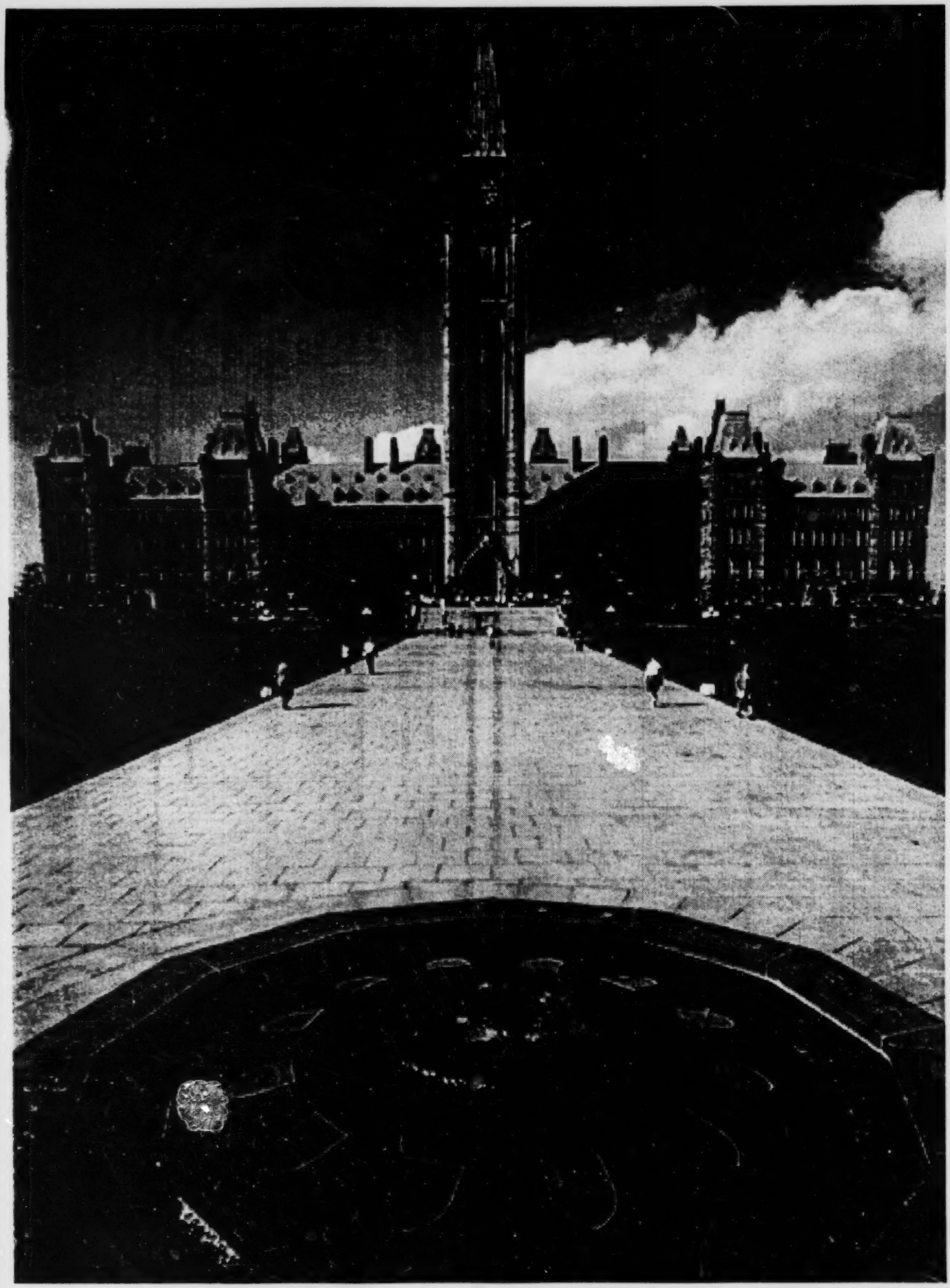


Chairperson's Message

I am pleased to introduce the 1999 *Plan for Canada's Capital* — the federal government's lead land use planning policy document for the National Capital Region. The Plan will help prepare for the challenges of the coming years.

The Plan's message is clear: in the midst of economic, political, social, and technological changes, the best features of today's Capital are to be preserved and enhanced for future generations of Canadians.

The *Plan for Canada's Capital* has been prepared by the National Capital Commission on behalf of the federal government. The Plan is designed to provide high-level, strategic advice to the federal government. The Plan explains the federal government's perspective on the vocation of its land base in the National Capital Region.

We view Capital planning and development as a responsibility shared by all governments, communities, the private sector and individuals throughout the National Capital Region and across Canada. The *Plan* has therefore benefitted from an extensive consultation program that contributed many ideas to the plan's development. I invite you to explore the *Plan for Canada's Capital*, and welcome your involvement in bringing this exciting vision of the future to fruition.

Thank you for your interest in planning Canada's Capital.

Yours sincerely,

Marcel Beaudry

Marcel Beaudry
Chairman

Executive Summary

The *Plan for Canada's Capital* is the federal government's lead policy statement on the physical planning and development of the National Capital Region (or the Capital) over the next fifty years.

This Plan is an update to the 1988 *Plan for Canada's Capital* (A Federal Land Use Plan). This update has been prepared to address situations that have emerged since the late 1980s or that may become important in coming years — opportunities and issues not anticipated in the 1988 Plan. These include:

- the impact of continued changes in the roles and size of the federal government;
- a renewed commitment by the federal government to a vital Core Area;
- the need to harmonise planning policies prepared by lower-tier governments and federal government agencies;
- the continuing challenge of creating a symbolic Capital; and
- the influence of sustainable development on planning practice.

In this context, the Plan is designed to:

- communicate the federal government's vision for the Capital;
- provide principles, goals, a concept and policies to guide land use decisions in support of the key functions of the Capital;
- identify the lands and land uses required for the Capital's future needs;
- guide accommodation decisions for federal departments;
- reinforce the relationship between Gatineau Park, the Greenbelt, and lands in the Urban Area;
- guide more detailed land use planning of federal lands in the Capital; and
- direct the federal government's land and investment strategy in the Capital.

The Plan offers planning direction that reflects ideas from, and the interests of:

- the Canadian people;
- residents of the National Capital Region;
- the Government of Canada, in particular federal departments and cultural agencies with land and property holdings in the National Capital Region;
- provincial, regional and local governments; and
- diplomatic missions and international non-governmental organisations with a presence in the Capital.

The land is the source of our collective identity — it shapes our culture and our language. The land is our life.

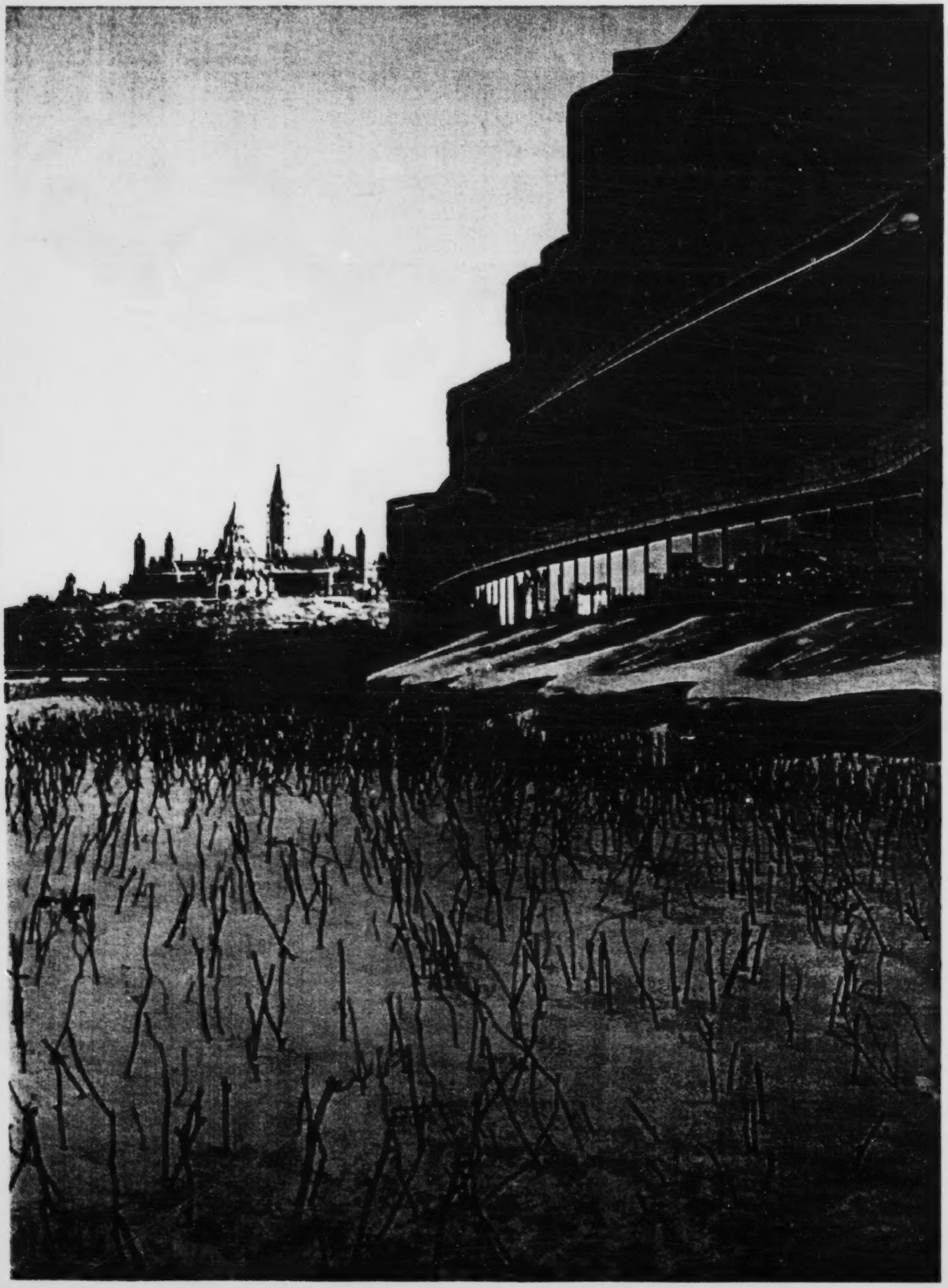
James Arvaluk,
Inuit spokesperson.

Key Initiatives

The key planning directions proposed in this document include the following:

- a Capital that communicates national pride and fosters national unity
- a continued emphasis on the political, cultural and administrative aspects of the Capital with priority on institutions and events in the Core Area
- the long-term vitality of the Capital Core Area — specifically the North Shore in Hull, the Islands, LeBreton Flats, and the Parliamentary Precinct Area — as a priority
- the continuing role of Confederation Boulevard as the primary focus of public programming and capital investment
- enhancement and protection of the region's ecosystems and its green image through the designation of a system of natural heritage areas, and protection of valued ecosystem components
- enhanced recreational and programming links between the Core Area, Capital urban green spaces, the Greenbelt and Gatineau Park
- the provision of spaces and infrastructure required to facilitate public programming, national celebrations and events
- the location of national cultural institutions, diplomatic missions and national agencies in the Core Area, in areas supported by public transit, and on prominent sites along selected segments of the Capital Parkway Network
- a physical presence in the Capital for Canada's provinces and territories, Aboriginal peoples, diplomatic missions, and international non-governmental organisations
- urban design that befits the image of the Capital and contributes to a pleasant, safe and stimulating urban environment
- the preservation and conservation of the Capital's cultural and natural landscapes, and historical and archaeological resources of Capital interest
- continued and enhanced access to shore lands and shorelines for public use
- management of the Capital Parkway Network as multipurpose, scenic roadways that link Capital settings and destinations
- continued improvement of the Capital Pathway Network
- improvement to the quality and appearance of Capital Arrivals and Scenic Entries to the Capital
- extended navigation along the Ottawa and Gatineau Rivers, and
- commitment to harmonisation and cooperation among the various agencies and authorities involved in the planning and development of land use and transportation in the National Capital Region.

In the 1998 'In Touch' survey of visitors to the capital, 63% said that it was 'essential' to recognise the contributions of the provinces, territories, and Aboriginal people in the Capital.



Vision for Canada's Capital

Imagine Canada's Capital fifty years from now. What kind of place will it be?

The Capital of today is the result of remarkable plans produced over the 100 years since 1899 by visionary planners — individuals such as Frederick G. Todd, E.H. Bennett and Jacques Gréber. The past century of planning and development has created a place of pride for Canadians, a Capital which combines the beauty of its natural setting with the symbolic buildings and spaces that pay tribute to Canada's history.

What about the next century? How will the Capital continue to grow as a meeting place and seat of our national government?

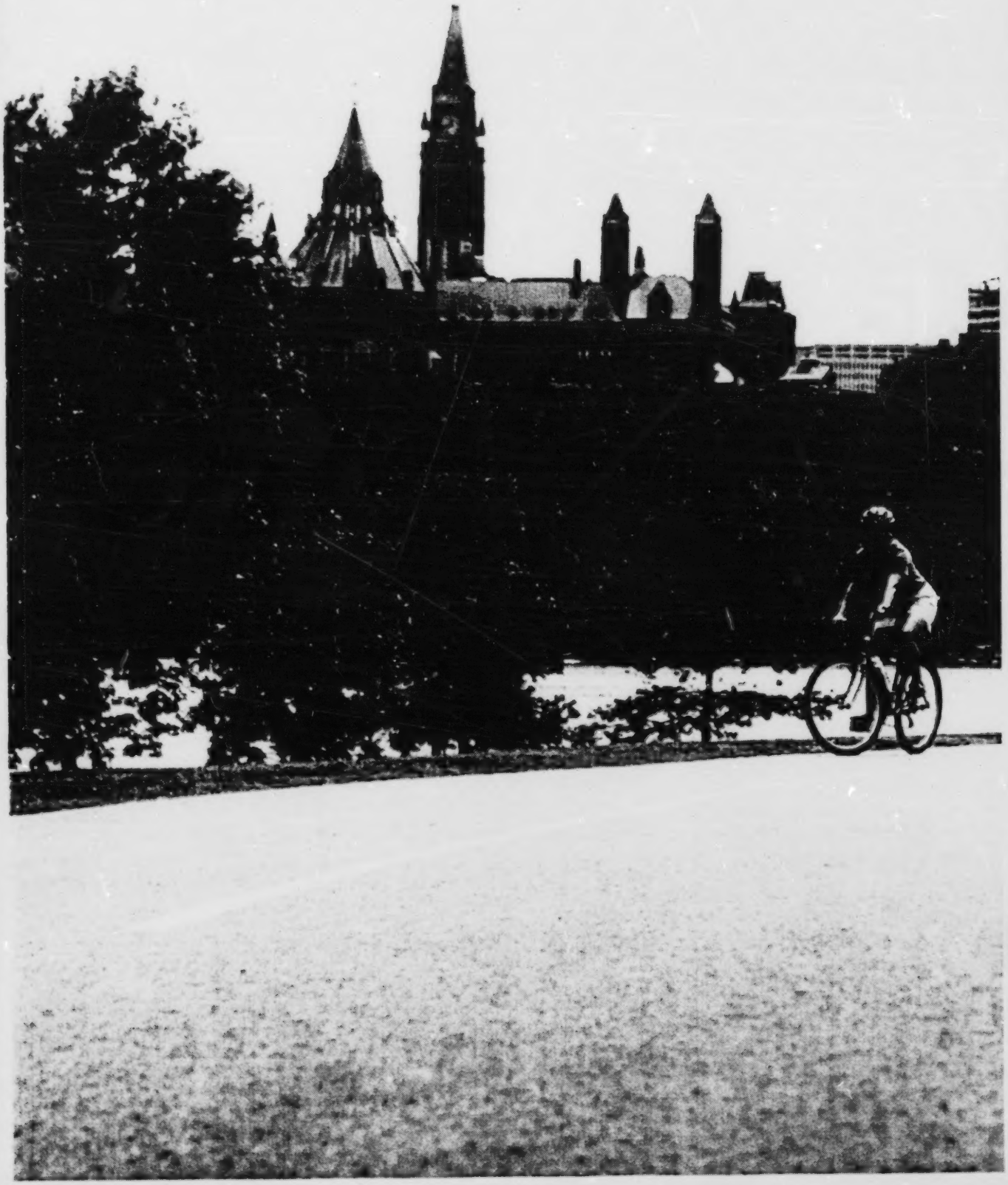
The future Capital will remain a place where city and nature meet, a green space of rolling hills, powerful rivers and dramatic forests. Its rivers have seen the Aboriginal peoples, explorers and voyageurs pass on their way to the interior or to the sea. Its lands have been shaped by the arrival of European settlers, who harvested the immense forests and created farms and small towns in the wilderness. The lakes, hills and valleys of Gatineau Park, and the working farms and rural landscapes of the Greenbelt are timeless reminders of the natural and early cultural history of the Capital Region.

With imagination, we can see how, in the future, the natural settings and vistas of the Capital continue to shape the experiences and the lives of visitors and residents alike. As imagined by the first planners of the Capital themselves, the natural landscapes and perspectives are integrated with the urban and built landscapes of the Capital to form dramatic backdrops for national events, festivals, and daily life for visitors and residents alike.

Imagine the heart of the Capital as a unified space for working, living and celebrating Canada. This space, with its core on Parliament Hill, includes the Ottawa River basin, the shore lands and the islands (Chaudières and Victoria), the northern part of LeBreton Flats, the sweep of the ceremonial Confederation Boulevard, and the heart of Ottawa-Hull itself. Imagine the extensive and diverse built heritage of this area, the urban parks, scenic parkways, public spaces and monuments sustained and improved through the creation of new public spaces and vistas of the "Hill".

Imagine the beautiful and busy heart of the Capital, ringed by the Gatineau Hills, the urban parks and the Greenbelt, safeguarded for the benefit of all of Canada's citizens. Imagine pleasant and clear sailing along the Ottawa River from Montreal to the Capital and on to Temiscamingue, boating farther north along the Gatineau River, and access to the Capital via the internationally-recognized heritage Rideau Canal Corridor.

Imagine a capital city that reflects both the great history and the exciting reality of 21st century Canada. As we begin the next century of Capital planning, this is the vision which has inspired the new *Plan for Canada's Capital*.



Plan Structure

The Plan comprises three sections. In **chapters 1-2**, the Plan identifies key issues and trends, as well as past planning decisions that influence current and future planning in the National Capital Region. Planning principles (Capital and Regional Planning) that provide the philosophical basis for the Capital Plan are included here.

Chapters 3-6, The Capital Plan form the "heart" of the Plan. This section describes the Capital Concept. Supporting policies are organised under the headings of Capital Settings, Capital Destinations and Capital Links. Conceptual maps provide context for the planning policies. The Plan concludes with **Chapter 7, Plan Implementation.** A glossary of technical terms and a list of research references are also provided.

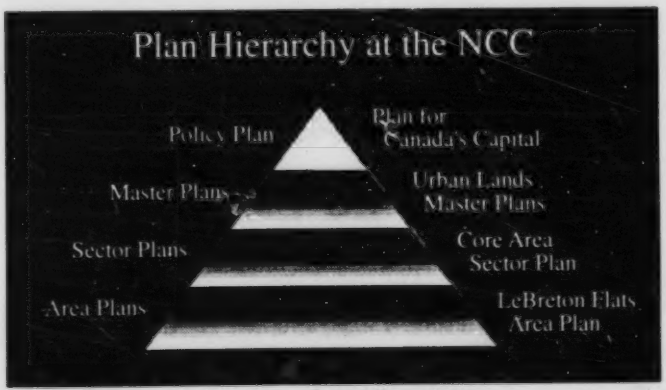
Implementation

The NCC's Master and Sector Plans, already prepared for large areas such as Gatineau Park, the Greenbelt and forthcoming for the Urban Area, are the main policy planning instruments for implementing goals and policies of the *Plan for Canada's Capital*. Plans prepared by other federal departments and agencies will also comply with and advance the policies of the *Plan for Canada's Capital*.

Similarly, the Plan's goals and policies have been designed in compliance with and further to related federal government policies and procedures (and to respect provincial and municipal policies and procedures). This includes the NCC's land use and design approval authority exercised under the *National Capital Act (1988)*. Amendments to the goals and policies articulated in sections 4 - 6 of the Plan are subject to the NCC's Federal Land Use, Land Transaction and Federal Design Approval processes.

In keeping with the spirit of intergovernmental harmonisation, local and regional governments will be encouraged to recognize the policies of this Plan.

The Plan is designed to be reviewed on a five- to seven-year cycle, generally coincident with the plan review cycles of the three regional governments.



The Plan Hierarchy at the National Capital Commission

The NCC received its new and expanded mandate from Cabinet in 1988.

The National Capital Commission

The Plan has been prepared by the NCC on behalf of the Government of Canada. The NCC is a federal Crown corporation. Planning Canada's Capital has been the responsibility of the NCC and its predecessors since 1899.

The NCC operates under the *National Capital Act (1988)*, which confers unique responsibilities upon the NCC to plan, develop and improve the Capital, and to organise and promote the public programs that enrich the cultural and social fabric of Canada. This mandate translates into three main goals that guide the Plan:

- **Developing a Meeting Place** — to make the Capital Canada's meeting place, and to encourage the active participation of Canadians in the evolution of their Capital;
- **Communicating Canada to Canadians** — to use the Capital to communicate Canada to Canadians and to develop and highlight Canada's national identity; and
- **Safeguarding and Preserving** — to safeguard and preserve the nation's cultural heritage and the Capital's physical assets and natural setting for future generations.

In 1999, the federal government celebrated a century of planning Canada's Capital through:
- ***Ottawa Improvement Commission (1899-1927)***
- ***Federal District Commission (1927-58)***
- ***National Capital Commission (1958-present).***

Preparation of the Plan

The *Plan* was developed over the period 1995-99. Its preparation involved continuing research, a review of policy issues in the National Capital Region, strategic environmental assessment, consultations with departments and agencies of all levels of government, and public consultation.

Public and agency consultations were held over a 3½ month period on a draft plan and strategic environmental assessment from early June to the end of September 1998. Many comments from these consultations were incorporated into the final plan. A public consultation report documents the consultation comments and the NCC response to them, as well as resulting revisions to the draft plan. The strategic environmental assessment was also revised as a result of the consultations.

The NCC owns and/or maintains 97 kilometres of parkways, 77 bridges, 152 kilometres of recreational pathways, and over 720 residential, commercial, agricultural, and other leased properties.

Strategic Environmental Assessment

This Plan has been subject to a continuous strategic environmental assessment (SEA). SEA is a systematic, iterative process that evaluates the environmental consequences of policy, plan or program proposals. The process ensures that environmental considerations, along with social and economic issues, are addressed at the earliest, appropriate stage of decision making. A copy of the Executive Summary of the SEA is appended to the Plan (Appendix 1). Both the SEA and its supporting workbook are available from the NCC.

The National Capital Region: Past, Present and Future

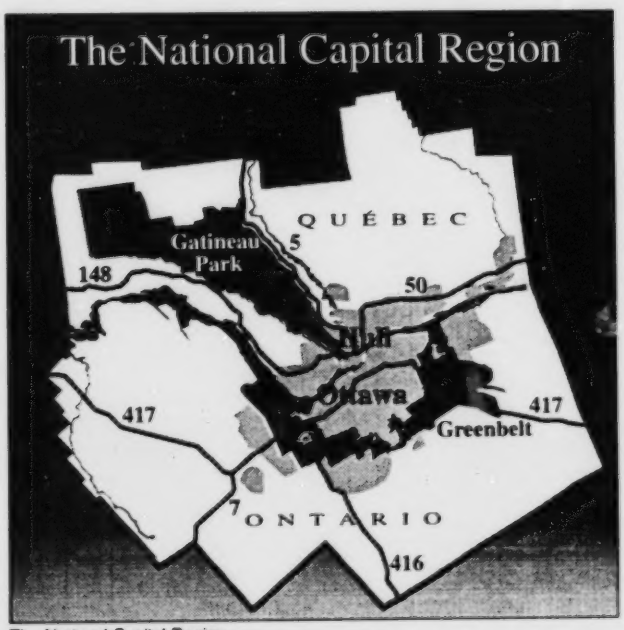
1

Introduction

The National Capital Region's diverse and rugged landscapes epitomise the geographic variety of this vast country. Rivers and green spaces structure the physical character of the Capital. A whole complex of ecological systems has influenced and continues to influence the region's natural environment.[1]

The region sits on the boundary of two Canadian ecozones, separated by the Ottawa River. The Quebec part sits in the Boreal Shield and Mixed Wood Plain Ecozones, while the Ontario part lies in the Mixed Wood Plain Ecozone.[2] A section of the Canadian Shield, the Gatineau Hills, juts into the Capital's Core Area, and features richly forested hills, escarpments, rock outcrops, and bogs and marshes. The urban environment features a network of natural areas, including woodlots, wetlands and waterways.

The region is located on the northwestern fringe of the Quebec City–Windsor urban corridor. The National Capital Region covers approximately 4660 km^2, of which 2720 km^2 are in Ontario and 1940 km^2 are in Quebec. In the post-1945 era, the region experienced rapid population and economic growth, driven by the expansion of the federal government. Canada's Capital is now Canada's fourth-largest metropolitan region, with a culturally diverse and highly educated population exceeding one million residents. Approximately 75 percent of the region's population is located in Ottawa-Carleton, and 25 percent in the Outaouais.



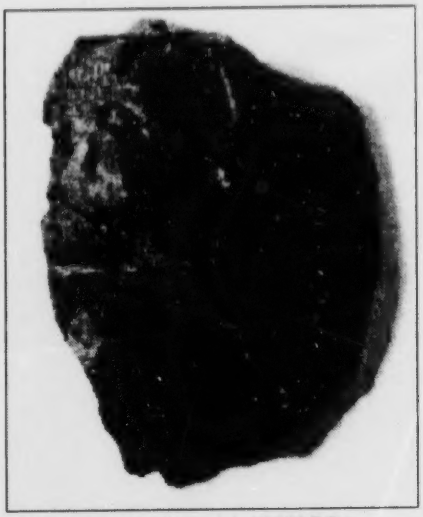
The National Capital Region.

[1] Brunton (1988: 10).

[2] Ecological Stratification Working Group (1996: 69; 84).

The Capital's centre is the Core Area of Ottawa-Hull in which Parliament Hill — with its striking neo-Gothic architecture — and the national museums are set in a modern urban environment. The Core Area remains the centre of the region's cultural, retail and office activities, and is the focal point of the region's public transit systems. It is the heart of the Capital and of the region.

As with many Canadian cities, most of the region's recent population growth has been accommodated in suburban and outlying communities. An extensive, varied and accessible network of open spaces, shore lands, recreational pathways and conservation areas meets the needs of visitors and regional residents for green space, helps define individual communities, and supports the region's ecosystems.



Artifact from Leamy Lake, dated 3,000 B.C.

1.1 The 19th Century and Before

The National Capital Region is historically significant as a meeting place for both Aboriginal and later cultures. The Ottawa Valley was first inhabited by Aboriginal peoples. The region is part of the Great Lakes, Ottawa Valley and New England corridor established by Aboriginal traders. For nomadic Laurentian peoples, the Ottawa River was an important route for moving or trading copper on trips to Lake Superior.[3] Recently, archaeologists have uncovered evidence of a pre-European settlement at Leamy Lake in Hull, which dates to 3,000 B.C.

In the 16th century, the French began to explore the rivers flowing into the St. Lawrence valley. The search for a route across Lawrence valley. The search for a route across the continent to Asia was a continuing motive for early explorers.[4] The main route between Huronia and the St. Lawrence was the Georgian Bay–French River–Lake Nipissing–Ottawa River route. This was Canada's first economic spine, and it remained the sole route across Canada for mail and passengers until the railway came in the 1880s.[5]

The name "Canada" was derived from the Huron-Iroquois word "kanata", meaning "village" or "settlement."

The names of these European explorers are familiar to all Canadians: Samuel de Champlain; Brébeuf and Lalemant, the Jesuit martyrs; Nicolet, Radisson and DesGroseillers; Lamothe Cadillac, LaVerendrye, Frobisher, Mackenzie, Alexander Henry, David Thompson and Simon Fraser. Although the missionaries, explorers and traders of New France travelled frequently by the Grande Rivière des Outaouais, few Europeans settled along its

[3] Bickley (1975: 1)

[4] Harris (1987: Vol. 1, Plate 36).

[5] Bickley (1975: 8, 20).

shores except for communities near the mouth of the Ottawa River along Lac des Deux Montagnes.[6]

At the beginning of the 19th century, only scattered settlements were to be found along the Ottawa River for about 60 kilometres west of Montreal. After this point, the country was forest broken only by the occasional permanent settlement.[7] However, the region's natural features were appreciated by the booming forest industry, which was responsible for the early growth of the community.[8] The Ottawa Valley was filled with the finest growth of valuable red and white pines in North America.[9]

The name "Ottawa" is derived from an Algonkian word meaning "to trade".

The permanent settlement of the Capital dates back to the turn of the 19th century when a Massachusetts Yankee, Philemon Wright, discovered that loads of majestic white pine could be rafted from the Ottawa River to the tidewater at Quebec City. Wright made this discovery in 1806, just a year before Napoleon sealed off the Baltic ports, separating the British Navy from its timber supply.[10]

The name Bytown was given to the new settlement after Colonel John By, who arrived in 1826 to establish a military canal with 47 locks connecting Kingston to the Ottawa River. The Scottish stonemasons who came with Colonel By stayed on to build some of the most graceful stone houses in the country.[11]

For many years, the location of the capital was the subject of intense competition among centres in Upper and Lower Canada. In 1857, Queen Victoria selected Ottawa as the new capital, citing its natural beauty, security and location along the border of the two linguistic and

The original Parliament Buildings, c. 1870

[6] Bond (1968: 15).
[7] Bickley (1975: Part II, 5).
[8] Bond (1968: 17).
[9] Bond (1968: 17).
[10] Gwyn (1984: 37-38).
[11] Gwyn (1984: 37-38).

cultural groups of Upper and Lower Canada.[12] In the period after its selection as capital, Ottawa was still very much a lumber town, despite a growing governmental presence. In fact, with a population of some 16,000, Ottawa could claim to be little more than just a "lumber village."[13]

The trouble was that, away from the immediate confines of Parliament Hill, Ottawa was a community "unfit for gently-bred city folk."[14] The town's rough character obscured its picturesque setting. This conflict caused Sir Wilfrid Laurier to comment in 1884:

I would not like to say anything disparaging of the capital, but it is hard to say anything good of it. Ottawa is not a handsome city, and does not appear to be destined to become one, either.[15]

This situation led to the intervention of the federal government in the planning and improvement of the Capital — a responsibility that continues today.

Colonel By was one of the Capital's first planners. The plans he developed in 1828 set aside large parcels of land for the defensive fortification of the capital at the entrance to and along the Rideau Canal. Later, these parcels became the sites of the Parliament Buildings and segments of the parkway network.

The American press "endorsed" the choice of the new capital because "it could not be captured, even by the most courageous soldiers, because the invaders would get lost in the woods trying to find it."

1.2 A Century of Capital Planning

Early 20th Century

Clearly, something had to be done. Between 1899 and 1939, the federal government responded to Laurier's challenge. It established two planning commissions, produced at least two comprehensive planning reports, held two major architectural competitions, and engaged four different planners to plan and beautify the Capital.[16] This was a tremendously exciting and creative period of Capital planning.

The comprehensive planning of the Capital began in 1899 with the establishment by the federal government of the Ottawa Improvement Commission (OIC). A landscape architect from Montreal named Frederick Todd provided the Capital with its first plan in 1903. This was to be the first of the 'City Beautiful' plans prepared for the Capital.

Todd sought to create a city that would 'reflect the character of the nation and the dignity, stability and good taste of its citizens'.[17] Todd's vision of a green, open capital in a distinctive northern setting began a tradition in civic planning ideals for Canada's Capital and set the tone for later approaches to Capital planning. The Todd Report (1903) recommended the preservation of large natural parks adjacent to Parliament Hill and the linking of the Parliamentary Precinct with Rideau Hall (the residence of the Governor General). Public buildings would be key to creating this image of 'dignity, stability and good taste'.[18]

[12] NCC (1991a: 10).
[13] Gwyn (1984).
[14] Gwyn (1984).
[15] NCC (1991a: 12).
[16] Wright (1997: 136-137).
[17] Wright (1997: 110).
[18] Wright (1997: 111).

"Nature indeed offers a direct invitation to make this northern capital one of the most beautiful in the world" (Federal Plan Commission, 1916: 20).

Subsequently, the Federal Plan Commission (overseen by Herbert Holt) engaged Edward Bennett to prepare a new vision for the Capital. The Bennett Plan (1915) proposed uniformly designed streetscapes and the creation of a great civic centre. Bennett also advocated the relocation of railway corridors, the decentralisation of federal facilities and the construction of a National Gallery along Sussex Drive. However, the First World War interceded and halted further design work.

The recommendations of the Federal Plan Commission were never abandoned.[19] During the 1920s, the government intended to proceed with the work once funds were available. The Cauchon Report (1922), commissioned by the City of Ottawa, proposed a new federal district, the development of a large network of parks and parkways, and the relocation of railways and terminals.

The influences of the Todd, Bennett and Cauchon plans are apparent in later exercises, such as Jacques Gréber's 1951 Plan for the National Capital. However, none of these early plans was fully implemented. This was due in part to the complexities inherent in the federal bureaucracy. Further, new initiatives were frequently derailed by the introduction of competing plans produced by the federal government and local government. The planning process was complicated by changes in government and spending priorities. Together, these realities undermined any sustained campaign of development and construction until after the Second World War.[20]

Notable achievements of the Federal District Commission before the Second World War include acquisition of over 6,400 hectares of the future Gatineau Park, and the construction of Island Park Drive and the Champlain Bridge.

The Gréber Plan

The Capital we know today is largely the product of post-Second World War planning, when Canada enjoyed unprecedented population and economic growth. The end of the war rekindled the government's enthusiasm for building the national capital. By 1945, the concepts prepared during the 1920s were dated, and a successor plan was needed.[21]

The Prime Minister of the day, Mackenzie King, hired a well-known Parisian planner-architect, Jacques Gréber, to prepare a new Capital plan. In 1951, the Gréber Plan was tabled in the House of Commons. The Gréber Plan was designed to make the National Capital a reflection and symbol of the country. Gréber envisioned a 'grand and dignified capital' in the tradition of Paris and Washington.[22] The Gréber Plan advocated large-scale works that would dramatically alter the face of the Capital.

Jacques Greber (with pointer) explaining Plan for the National Capital, c.1950.

[19] Wright (1997: 129).

[20] Wright (1997: 137).

[21] Wright (1997: 216).

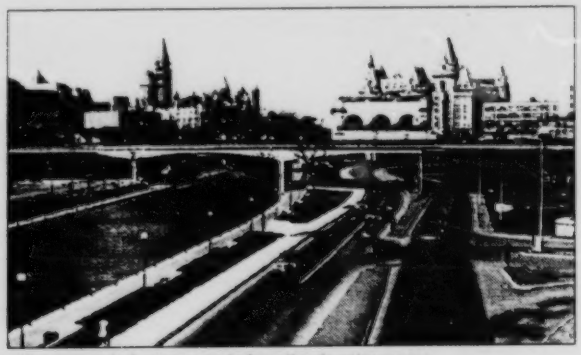
[22] Wright (1997: 216).

Many of the recommendations found in Todd's and Bennett's plans were found in Gréber's work.[23] Key recommendations of the Gréber Plan included:

- the continued prominence of the Parliamentary Precinct
- the removal of railway tracks from the Core Area and relocation of the train station to the inner suburbs
- the decentralisation of federal office complexes to suburban satellite locations (e.g., Tunney's Pasture, Confederation Heights)
- the acquisition by the federal government of river-fronts and green corridors for public access and recreation, and
- the enlargement of Gatineau Park into a federally-administered park, the creation of the Greenbelt, and the construction of a scenic parkway network.

The Gréber Plan also called for the elimination of pollution from the Ottawa River, restoration of the islands and shores of the river, and the improvement of urban infrastructure. Some of Gréber's proposals could not be fully implemented or were considerably modified. Only a few federal public buildings were constructed according to the architectural models presented in the National Capital Plan (1951) — the East and West Memorial Buildings, and the National Printing Bureau.[24] The railway station was moved to a different location, and a number of grand boulevards and inter-provincial bridges proposed by Gréber were never built. Nevertheless, Gréber's influence has been truly significant on the physical form of today's Capital.

Before removal of railway yards from the downtown core.



After removal of railway yards from the downtown core.

Many Gréber plan proposals were implemented, including rail relocation, employment nodes for federal departments, expansion of Gatineau Park, creation of a Greenbelt, shoreline protection, and parkway construction. Other proposals in the plan that were not implemented include:

- ***replacement of the Alexandra Bridge across the Ottawa River;***
- ***relocation and development of most of the Central Experimental Farm;***
- ***a parking lot on the Daly Building site.***

[23] Wright (1997: 216).

[24] Wright (1997: 218).

Plan for Canada's Capital (A Federal Land Use Plan — 1988)

The Gréber Plan remained the federal government's vision for the Capital until 1988, when the Capital's planning evolution continued with the *Plan for Canada's Capital (A Federal Land Use Plan)*.[25]

The 1988 Plan sought to make the Capital a national symbol for all Canadians. As with earlier plans, it recognised the importance of Confederation Boulevard, focused on the political, judicial and cultural functions of the Capital, advocated the presence of the provinces and territories in the Capital, as well as of the international community, and preserved the Capital's green spaces. The Plan also sought to improve visitor attractions, provide better access to the Capital and encourage cooperation among planning agencies in the National Capital Region.

The major objectives for the 1988 Plan included:

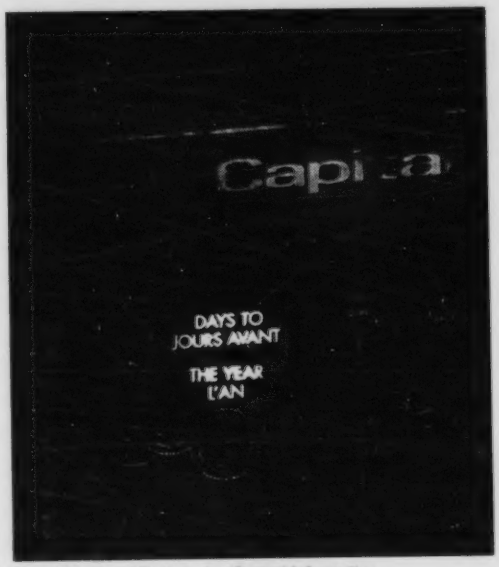
- the use of federal lands to support the programming and interpretation of the symbolic Capital
- the rationalisation of federal land holdings
- the preservation of the existing built heritage of the Capital and the character of its open spaces
- improvements to visitor services through diversification of programs, activities and centres of attraction, and
- the identification of locations for major national and international institutions.

[25] The 1988 *Plan for Canada's Capital* was received by the Treasury Board Secretariat.

Towards the New Century and Millennium

Between 1988 and 1998, a number of master and sector plans were prepared, inspired by the 1988 *Plan for Canada's Capital*. These plans included the Gatineau Park Master Plan (1990), the Greenbelt Master Plan (1996) and preliminary research in support of a forthcoming Urban Area Master Plan.

The year 1999 also marked the centennial of the National Capital Commission and its predecessors in planning, building and animating the Capital. At the dawn of a new century, and of a new Millennium, the 1999 *Plan for Canada's Capital* integrates new ideas and inspiration with our reflections on past contributions to the evolution of Canada's Capital.



The Millennium Clock at the Capital Information Centre on Wellington Street.

1.3 Common Planning Themes

This review of the major characteristics of almost 100 years of Capital planning indicates considerable consistency in planning issues and solutions. Each of these major plans has been concerned with:

- the symbolic role of the Capital as the seat of government
- the beautification of the Capital, and the federal government's century-long commitment to achieving a physical presence that befits a national capital
- the enhancement of the Capital's green image through the creation of extensive parks and open space systems, the preservation of river edges and shore lands, and the protection of significant natural areas
- the federal government's investments in high-quality design of federal buildings and spaces, including preservation of the Capital's heritage buildings, especially for national cultural and political institutions in the Core Area
- the design and implementation of the infrastructure required to support the "business" of the federal government (e.g., administration, research and development)
- the need for long-term planning, to leave an enduring legacy for future generations of Canadians, and
- the complex issue of fragmented governance in the National Capital Region.

While the general intent of these plans has remained relatively constant and many of these themes remain topical, the means of achieving these plans has evolved and will continue to do so.

Planning Canada's Capital

2

Introduction

The Capital's unique roles and functions require planning, and often ownership, of lands by the federal government.

2.1 Functions of the Capital

The Capital is the symbolic heart of the nation and its political centre. It is the site of crucial political decision making, yet it is also a stage for the nation's culture and history where the past is illuminated, the present displayed and the future glimpsed. The Capital is the administrative base for the federal government's operations. These national political, cultural and administrative functions are unique to a national capital.

Canada Day

The Political Function

The political function of the Capital is a manifestation of the federal system of government. The Capital is the seat of Canada's federal government. The political function is fulfilled through the accommodation of those institutions, facilities and events that are required for the federal parliamentary process. Other key roles include formal affairs of state, representation, discussion and reconciliation of national interests, representation of Canada to the world, and the formal representation of the international community in Canada.

Federalism is a form of government where political power is divided between a central or national authority and smaller, locally autonomous units such as provinces or states, generally under the terms of a constitution. Other nations with a federal system of government include Australia, the United States, Mexico, and Brazil.

The Cultural Function

The cultural function of the Capital represents the achievements, cultural identities, customs and beliefs of the Canadian people. This occurs through the accommodation of those institutions, events, attractions, symbols, parks, pathways and associated facilities that are required to present the nation's human and natural resources and to display Canadian history, creativity and knowledge, as well as cultural values, aspirations and traditions. The Capital also expresses the importance and significance of the nation's natural environment.

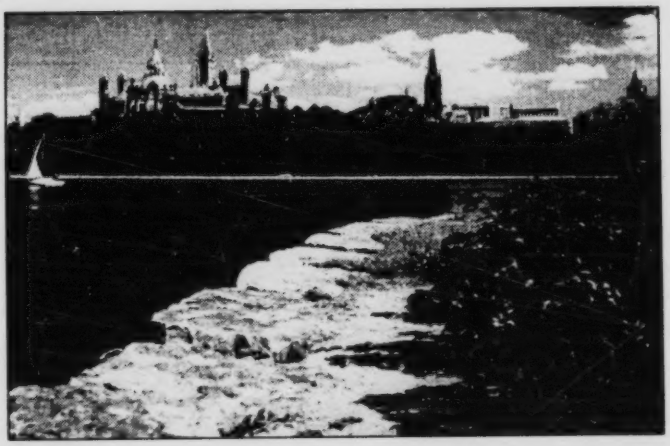
The Administrative Function

The administrative function of the Capital has many dimensions, including housing the headquarters for many federal departments, wherein decision-making processes are managed and research and development activities are carried out by federal departments and agencies. The planning challenge is to provide the facilities required to ensure the effective and efficient operation of the federal government.

Approximately 100,000 people, or 20 percent of the federal civil service, were employed in the National Capital Region in 1996.

2.2 Lands of Capital Significance in the National Capital Region

The planning environment of the National Capital Region is complex. Four levels of government — federal, provincial, regional and local, plus special-purpose bodies such as conservation authorities — have land use planning mandates in the National Capital Region.



Local and regional governments are responsible for the location and form of urban development, the location of municipal infrastructure, and the staging of public sector investments. These decisions are reflected in land use plans and/or zoning bylaws prepared by regional and local governments in compliance with the respective planning acts and related statutes of the provinces.

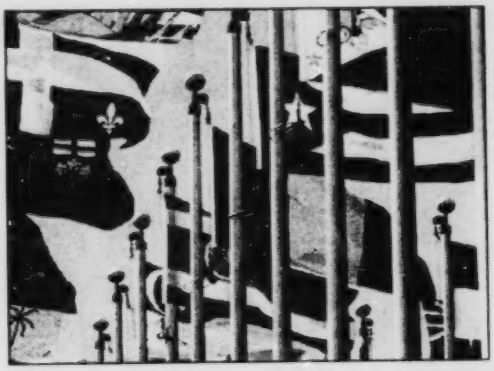
Lands of Capital Significance are considered essential to the Capital's political, cultural, symbolic and administrative functions, and are identified on the maps that accompany this Plan.

In the absence of any statutory authority to control land use on private lands, the federal government must own, and/or plan for, all federal lands as well as other assets of Capital significance in the National Capital Region. In this way, the federal government ensures that the unique and long-term functions of the Capital are met, and its character and enduring symbols are preserved for future generations. In exercising this planning mandate, the federal government acknowledges the presence of complementary planning responsibilities and processes of lower-tier governments.

Federal lands comprise over 11 percent of the total land area in the National Capital Region.

Federal assets — which include lands, buildings and infrastructure such as bridges and parkways — as well as other key non-federal lands, can play one or more of the following roles in support of the three Capital functions:[26]

- convey, through their location, design and built form, the political, cultural and administrative functions of the Capital;
- provide support facilities for events and activities that express our culture;
- provide an appropriate setting for the Capital's historic and archaeological sites and monuments that help communicate the story of this country or significantly enhance the unique character of the Capital;



- provide highly visible sites for, and enhance access to, Capital destinations such as Parliament Hill, national museums, Gatineau Park and the Greenbelt;

[26] To Communicate Canada to Canadians: the Capital as Meeting Place; and Safeguard and Preserve the Capital on behalf of all Canadians.

- support the accommodation and space needs of federal or national political, administrative or cultural institutions, including official residences, national museums and galleries;

- meet the accommodation needs of foreign delegations whose requirements are not met by other means (e.g., the commercial real estate market);

- provide locations for the headquarters of Canadian or international non-governmental organisations;

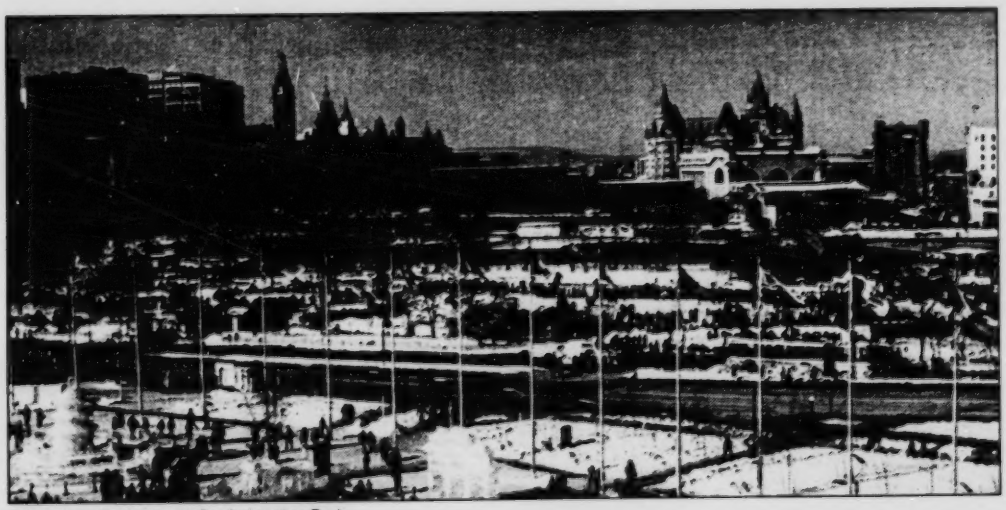
- meet the special needs of the federal government (e.g., departmental headquarters, research and development facilities, and high-security activities for federal agencies);

- help tell the story of Canada through the Capital's cultural landscapes, shape the urban form, and preserve the character of the region through the ownership of large parcels of land such as Gatineau Park, the Greenbelt, the Central Experimental Farm, park lands or environmentally sensitive areas and river shore lands; and

- facilitate inter-provincial transportation between the Ontario (Ottawa-Carleton) and Québec (Outaouais) parts of the National Capital Region and beyond.

The Host Environment

Federal lands and infrastructure also help to provide a suitable host environment that supports the national and international image of the Capital, and that also contributes to the health and vitality of the region. Therefore, the federal government cannot take the position that it is responsible for planning only the "federal" capital. The federal government will continue to participate in the creation of a quality host environment on a selective basis, while recognizing that its central role as a catalyst and leader lies with the three Capital functions.



Winterlude festivities at Confederation Park

2.3 The Need for an Update of the 1988 Plan

Common Planning Challenges

The style of planning in Canadian cities and regions is evolving in the face of considerable change in our social, economic and political systems. These changes present opportunities, as well as concerns, for all public planning authorities. The key challenges for the National Capital Region, shared by many communities across Canada, are:

- **Demographic.** Ours is an aging society, with slower rates of natural population growth partially-compensated for by increasing numbers of immigrants. Our planning must also consider the future needs of today's youth. The Canadian population is generally well-educated and well-informed, understands how governments work, is aware of its rights and obligations, and has high expectations of the public sector to be accessible and accountable.

From 1971 to 1996, the percentage of the population in the National Capital Region aged 65 and over increased from 6 to 11 percent. This percentage is expected to continue to rise.

- **Environmental.** Planning initiatives are expected to reflect and support the continuing effort to protect ecosystems, preserve historical and archaeological resources, and enhance the quality of life in communities. Planning practice is governed by the related concepts of biodiversity, the healthy community and sustainable development, each of which emphasises the need to balance environmental with social and economic considerations when planning communities and regions.

- **Economic.** Changes in the economy, such as a shift from a dominant federal government employment base to a growing advanced technology sector and tourism sector (e.g., eco-tourism and cultural tourism), present opportunities for com-

munities with the necessary skills base and infrastructure.

- **Political/Institutional.** A common challenge is how to plan effectively in complicated intergovernmental settings. There is considerable potential for intergovernmental cooperation as a means to make more efficient use of limited resources. The public has expectations of greater access to, and meaningful roles in, government decision making processes. Our planning processes, structures and plans need to facilitate decisions and implementation in a timely, equitable and cost-effective manner.

- **Socio-Cultural.** Canada is an increasingly multicultural society with diverse values, needs and priorities. The needs of Canada's Aboriginal peoples are part of the planning considerations for many communities. Many Canadians are exploring new concepts of their communities, and of Canada, leading to a renewed vision of their nation.

- **Technological.** Our communities are affected by the dramatic effects of communications and transportation technologies on the nature and location of work, on recreation, and on the future physical structure of communities. Communications technologies are recognised as integral land use and transportation elements and important means to achieve energy savings, reduce roadway infrastructure demands, and encourage more flexible work arrangements and environments.

The Evolving Region

The next few years present considerable challenges to, and opportunities for, the National Capital Region. It is expected that the region will experience moderate rates of economic and population growth in the early years of the next century, a reflection of general economic conditions and the region's historic economic dependence on a smaller federal government presence. However, the dynamism of the advanced technology and services sectors suggests considerable opportunity for economic growth.

Future Urban Growth Patterns in the National Capital Region: 2025

The region's economy is increasingly information-based. Service-sector activities, such as consulting and business-support enterprises, account for an increasing share of the region's workforce. The federal government remains the region's dominant single employer, although its share of direct employment has decreased significantly as a result of the federal government's refinement of its program obligations and roles. This trend is expected to continue into the next decade.

	Ontario	Québec
1971	474,168	145,693
1976	521,341	171,947
1981	557,328	186,493
1986	619,049	200,214
1991	693,900	226,957
1996	763,426	247,072

Population Growth in the Ontario and Québec Portions of the National Capital Region.

In this context, the vitality of the region's economy will be a major concern for all levels of

government, as will governance issues generally. Planning in this region will be guided by issues of affordability and environmental preservation. There will be considerable concern about the costs of accommodating new urban developments. According to regional government planning agencies, areas already designated for urban development will be sufficient to accommodate growth in the foreseeable future.

The regional governments intend to accommodate future population growth through compact forms of residential development within the existing urban boundaries of both the Outaouais and Ottawa-Carleton. No expansion of the urban development zone is anticipated in this planning period. In Ottawa-Carleton, three satellite communities — east, south and west urban centres — could each eventually support populations of 105,000–170,000 persons. In the Outaouais, the existing communities of Hull, Gatineau and Aylmer will absorb the majority of new population growth. However, a significant amount of development will occur in outlying rural areas and small towns.

Efforts are under way to optimise existing services such as the public transit system and water/waste-water management infrastructure, and to minimise the effects of development on agricultural uses or environmentally sensitive areas.

Aging urban public infrastructure such as roads and bridges will continue to be a major concern for municipalities facing resource constraints. The replacement or rehabilitation of infrastructure with a Capital role could involve federal support.

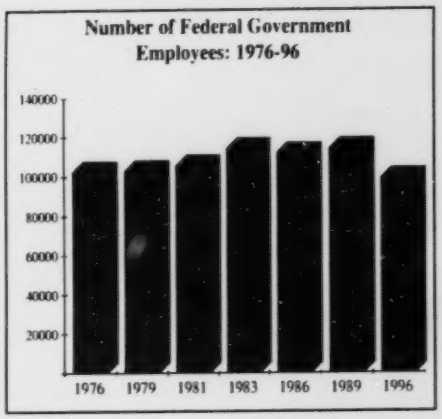
Regional governments, as well as the cities of Ottawa and Hull, intend to encourage mixed land uses in the Urban Area as a way to minimise negative environmental impacts, and to make better use of resources. Some Core Area office buildings could be retrofitted for residential or other uses (e.g., hotels). Over the horizon of this Plan (25 - 50 years), the condition of many Core Area buildings will change, requiring significant investments in rehabilitation. There will also be opportunities to enhance the urban design of the Core Area to meet both Capital and urban needs.

The Core Area of Ottawa-Hull will remain the focus of regional employment and cultural life, although other key sectors of the regional economy, such as the advanced technology sector, will continue to expand in areas such as Kanata and Hull. Development in rural areas is to occur adjacent to existing small communities to make optimal use of infrastructure and to minimise impacts on the natural environment.

The Changing Federal Government Presence

The process of redefining the mandate of the federal government will continue for several years to come. The federal government is expected to continue rationalising its real assets — its lands and buildings — across Canada, and throughout the National Capital Region, with sensitivity to environmental, social and economic effects in the host community.

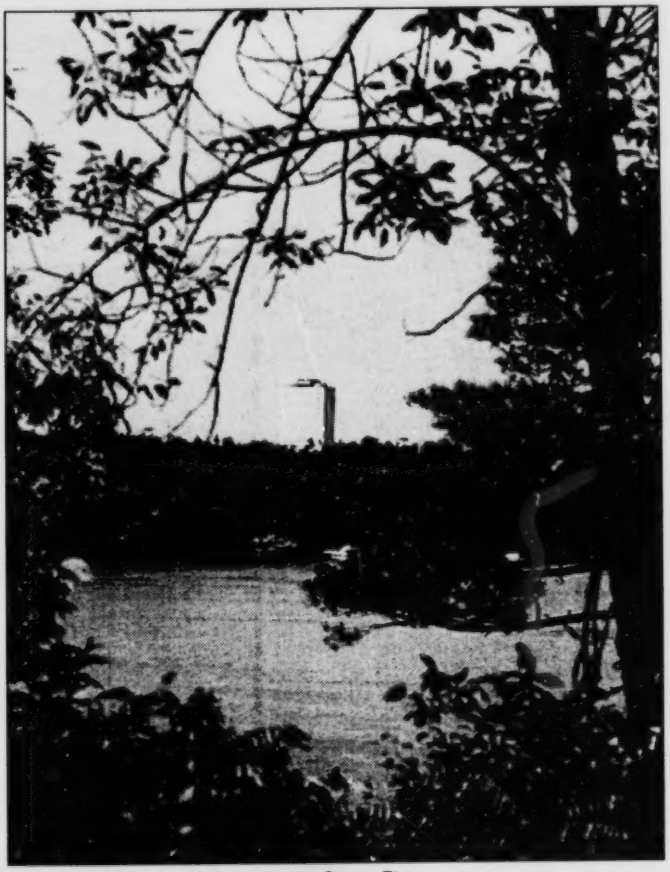
The number and size of federal departments and agencies will change. The creation of new types of federal agencies could make the coordination of planning and real asset management a challenge for the federal government. There will likely be fewer yet larger federal departments that will be accommodated (wherever possible) in federally owned buildings.



It is expected that federal lands without a demonstrable Capital or departmental program role will be exchanged with or divested to other agencies, disposed of, or developed. Many buildings built during the construction "booms" of the 1950s and 1960s will become obsolete. Some of these buildings could be renovated and re-used, in line with current federal government practice. Other buildings could be demolished and their sites redeveloped. Some federal buildings in the Core Area, federal nodes, or other non-Core Area locations (e.g., Natural Resources Canada's Booth Street complex) could be adapted for residential or other uses.

Federal accommodation location decisions affect and are affected by local and regional retail, commercial and real estate sectors in the Core Area. Most of the federal government's leased office accommodation is in Ottawa, while the majority of Crown-owned office accommodations are in Hull. Without careful consideration, the Ottawa part of the Core Area could be affected by the government's Crown-owned consolidation policy.

Telecommuting and other work relationships may affect the nature and location of work

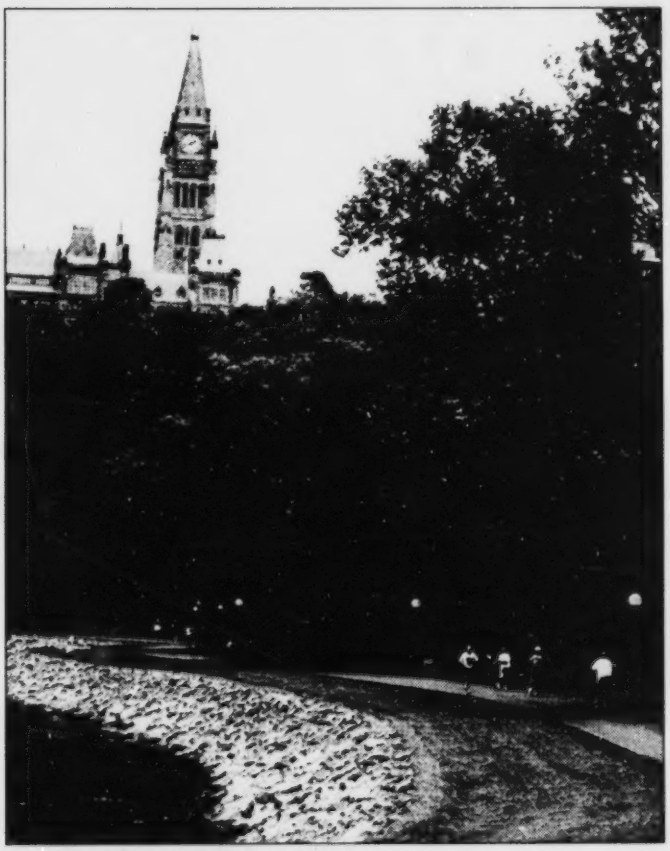


Place Vincent-Massey (Hull), across the Ottawa River.

throughout the region. Increasing rates of computerisation could require significant investments in new communications technologies and infrastructure (e.g., "smart" buildings). New buildings will require the latest communications infrastructure to support advanced computer and communications systems. Older buildings will require extensive retrofits to remain viable work spaces.

Ottawa-Hull is the third largest francophone community in North America (after Montréal and Québec City).

There are also land redevelopment opportunities to be realised, particularly outside the Core Area. Federal government land holdings within the Urban Area are extensive, and offer considerable potential for helping lower-tier governments in their efforts to intensify development. Large land blocks such as the surplus Canadian Forces Base Rockcliffe, and part of LeBreton Flats, as well as numerous smaller surplus parcels, could be used for residential development or redevelopment in the region's urban area.



Peace Tower from the Ottawa River Pathway

If the Capital is to reflect the true values and realities of Canadians, it will be necessary to determine how best to meet the needs of an aging and multicultural society. A continuing concern for the environment expressed by Canadians means that the federal government will continue to work with provincial and municipal government counterparts to preserve its built heritage and natural environment.

2.4 Summary of Need

The policy recommendations of some sections of the 1988 Plan have been overtaken by events and are no longer relevant. New challenges have emerged that require a planning response. To address these challenges, regional-scale plans such as the *Plan for Canada's Capital* should be more strategic than comprehensive in nature, less concerned with detail and more with direction setting. Details for site-specific decisions are provided by master plans, such as the Gatineau Park (1990) or Greenbelt (1996) plans, and by sector plans. These plans did not exist in 1988.

As a result, parts of the 1988 Plan need to be updated and supplemented with new policies. In summary, the update to the Plan is designed to address:

- the expectations Canadians have of their Capital as a key symbol of national pride and unity;
- the changing land use needs of federal government departments and agencies whose mandates, program needs and resources will continue to evolve;

- the effect on the region of the continuing rationalisation of federal real property holdings;
- the redefinition of responsibilities that has accelerated during the 1990s among levels of government in the National Capital Region;
- the regional-scale impacts of policies presented by master plans prepared for Gatineau Park (1990) and the Greenbelt (1996). The *Plan for Canada's Capital* needs to reflect the key points of these plans and guide future updates;
- the opportunities and challenges presented by aging building stock, infrastructure and/or heritage, especially in the Core Area;
- the directions provided by the common planning principles, prepared by the three regional governments and the NCC, to guide their respective planning exercises *(see Appendix 3)*;
- the way the policies and themes of the 1988 Plan that remain relevant could be implemented in this changing context;
- the need to enhance Canadians' understanding of federal departmental and institutional roles;
- the continuing challenge of how to represent the contributions of Canada's Aboriginal peoples, and those of the provinces and territories, to the country's development;

- the cultural dimensions of the Capital — events, interpretation, celebrations and commemorations, for example — and their expression within the built environment;
- the opportunity to integrate Capital planning issues and goals, such as the tourism/visitor destination role, into regional plans in the National Capital Region; and
- the best way to apply the frameworks of *sustainable development* and *healthy communities* to Capital planning.

These trends and issues provide context for the principles that guide the *Plan for Canada's Capital*.

2.5 Planning Principles

Planning a capital is a unique responsibility. Capital planning needs a solid foundation that addresses the special character and needs of a national capital, and is based on sound urban and regional planning principles.

Sustainable Development

Sustainable Development emerged as a concept from the United Nations Commission on Environment and Economy, chaired by Norwegian Prime Minister Gro Brundtland. Its report "Our Common Future" was released in 1987.

The Plan is guided by the concept of *sustainable development*, which is supported as a policy by the federal government. Sustainable development means development that meets present needs without compromising the ability of future generations to meet their own needs.

Sustainable development also means recognising the links that exist between the three dimensions of the environment — the economic, the social and the natural (or biophysical) — and making decisions and taking action in an integrated manner. A healthy and sustainable environment is characterised by: a vital and dynamic economy; a community that fosters individual well-being, health and safety; and an ecosystem that functions well and has integrity.

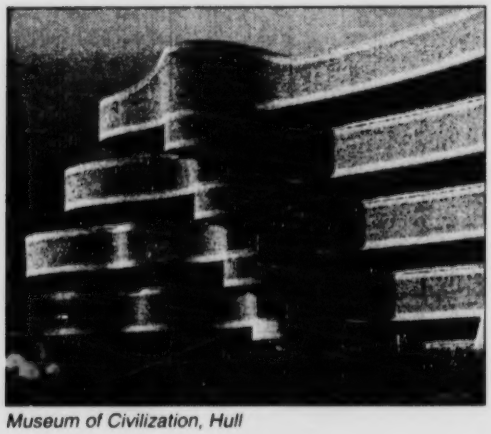
With sustainable development as an umbrella principle, there are two sets of principles that provide the basis for this Plan: Capital Planning principles and Regional Planning principles. Together, these principles guide the creation of goals and policies in the Plan.

Capital Planning Principles

Capital planning principles distinguish how capital planning complements, yet is distinct from, generic urban and regional planning practice. A Capital plan must consider attributes such as the symbolic role of a capital, and reflect the trust that Canadians place in the federal government to plan the Capital properly on their behalf. Key Capital planning principles include:

- **Symbolism.** The Capital is a national symbol and a window on Canada. Canadians should be able to recognise themselves and their country in the events, activities, commemorations, displays and physical design of the Capital throughout the entire year. Furthermore, the plan should promote integration between the Ontario and Québec portions of the NCR in terms of Capital orientation.

- **The Beautiful Capital**. Federal lands and Capital facilities in the region should, to the extent possible and appropriate, incorporate standards of design and maintenance befitting the unique image and roles of a national capital. This is especially true for federal facilities that are visible and accessible to visitors to the Capital.



Museum of Civilization, Hull

- **Capital Stewardship.** There are federal lands and buildings, natural features, historical and archaeological treasures, and symbols that must be preserved and protected as an enduring legacy for all Canadians.

- **Effective Orientation Services.** Suitable spaces, advanced communications technologies and orientation services, such as wayfinding systems, are needed to enhance the visitor's opportunities to enjoy the Capital's attractions and programs throughout the year.

- **Safety and Comfort.** Lands and buildings owned by the federal government should contribute to a safe, convenient and aesthetically pleasing pedestrian environment for visitors and federal employees.

- **Communicating Canada**. Lands and buildings should promote a better understanding of the Capital and the nation through interpretation, animation, outreach, and other means of communicating messages of relevance.

In 1978, the National Capital Commission began winter programming in the Capital with the introduction of Winterlude festivities on the Rideau Canal.

- **Accessibility.** Government policy[27] requires that, wherever practical, persons with disabilities have the same level of access to and use of a federal department's facilities as the general populace does.

- **Integrated Transportation and Communications.** Capital destinations, facilities and events should be accessible through a balance of transportation modes that can serve all users in a manner consistent with sustainable transportation principles. The Capital should also be accessible through evolving forms of communication (e.g., use of computer networks).

[27] See TBS, Real Property Manual, chapters 1-6.

Confederation Park

Regional Planning Principles

Regional Planning principles signal the federal government's understanding of planning directions followed by the three regional governments in the National Capital Region: the Region of Ottawa-Carleton, the Communauté urbaine de l'Outaouais, and the Municipalité régionale du comté des Collines-de l'Outaouais. These regional governments, along with the NCC and local municipalities, jointly cooperate in the planning and development of the National Capital Region.

One of the key initiatives of the 1990 Green Plan was a National Action Strategy on Global Warming. Canada was also a signatory to the 1992 Convention on Climate Change at the United Nations Conference on Environment and Development (the Earth Summit). Canada also signed the 1997 Kyoto Protocol on Greenhouse Gas Emissions. These initiatives commit Canada to reductions in greenhouse gases.

These agencies recognise that the economic, environmental and social effects of planning decisions will be considered part of the region's planning processes. In carrying out their responsibilities, these planning agencies will be guided by shared principles. The following principles represent the federal government's articulation of the **common planning principle**s shown in Appendix 3:

- **Cooperation in Planning.** The federal government will endeavour to harmonize its planning processes and policies with those of local, regional and provincial governments, and to pursue opportunities for projects of mutual benefit with other governments, the private and not-for-profit sectors.

- **Efficiency.** In times of resource constraint, it is essential that optimal and timely use is made of federal and other governments' investments in land, infrastructure, amen-

ities, public transit and related facilities. Accordingly, the Plan supports development that will make the most efficient use (and adaptive re-use) of land, infrastructure and public services and facilities.

- **The Livable Region.** The maintenance of a high quality of life in the region is a responsibility shared by all governments, communities and the private sector. The Plan seeks to assist in the improvement of the region's quality of life by fostering healthy communities and by facilitating the provision of services and facilities to meet the needs of current and future residents. The Plan also subscribes to planning and design approaches that are appropriate to a northern climate.

- **Environmental Stewardship.** The maintenance of a high quality natural environment is also a shared responsibility. The policies of this Plan indicate the federal government's leadership role in applying best practices to land stewardship, natural resource management, and the protection of ecosystems of Capital significance.

- **Economy.** The Plan recognises the need to plan, develop and manage federal assets in a sustainable manner that facilitates a strong, integrated and diverse regional economy, and enhances the region's competitive position within the global economy.

- **Capital Core Priority.** A healthy, dynamic Core Area is considered essential to the Capital's future. Accordingly, the Plan seeks to maintain and enhance the Core Area of Ottawa-Hull as a focus for economic, cultural and political activities in the National Capital Region. Over the life of this Plan, a coordinated effort among governments will be required to create and implement a vision of the Core Area that integrates Capital and urban needs.

Terry Fox statue

- **Accessibility.** The Plan supports sustainable, affordable, accessible and integrated transportation and communication networks within the National Capital Region, and between the Capital and the rest of the world.

The Capital Plan

3

Parliamentary Precinct

A capital is unique because it acts as a symbol of its country. Through careful building and preservation, the federal government has helped to ensure that Canadians have inherited, in their Capital, a combination of built and natural environments that contribute to this symbolic role.

The Capital's built and natural environments educate, instill pride, please the senses and enrich the quality of life for residents and visitors. They are remembered by Canadians and international visitors alike as integral parts of the Capital's symbolic image. By enhancing built elements, and by protecting natural elements, we ensure that such experiences can be enjoyed for many years to come.

From the 1950s to the 1970s, the federal government's capital-building efforts involved land acquisition for Capital parks, large open spaces, and large-scale infrastructure and office complex construction. The result is a Capital known for its well-developed system of federal institutions, for its excellent physical infrastructure, and for the high quality of its open spaces and natural environment. This is the legacy of Gréber.

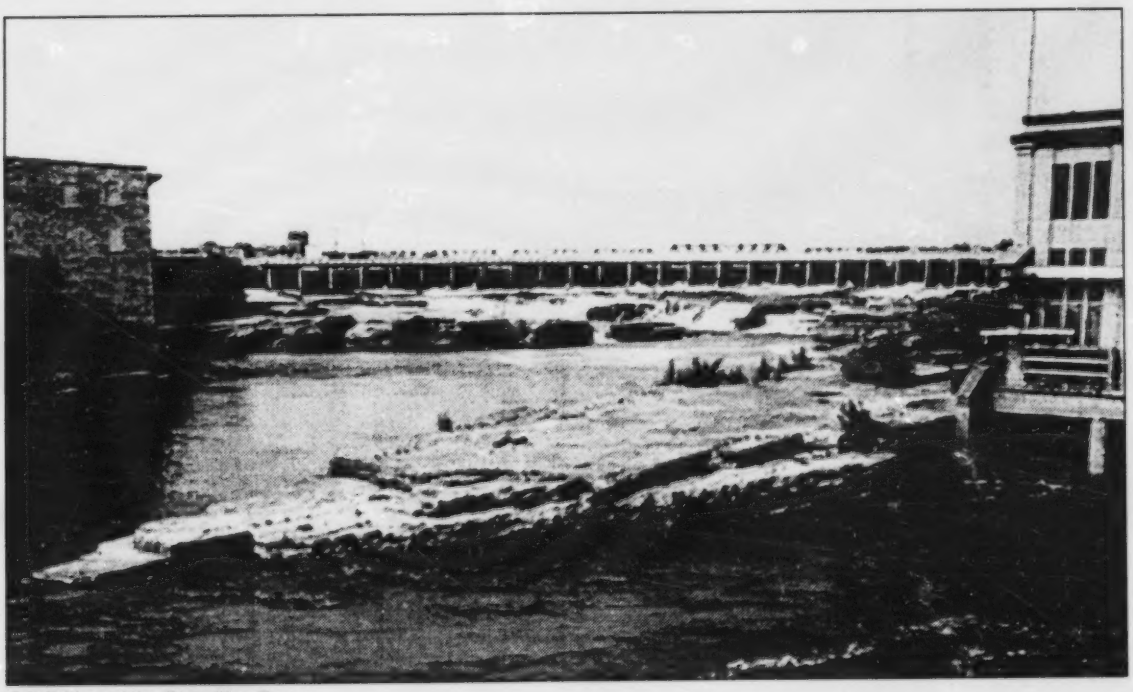
Since 1988, the federal government has concentrated on capital investments that support the functions of the Capital that are unique to the federal mandate — the political, cultural and administrative functions. In the Core Area of Ottawa-Hull, priority has been given to national symbols, and political and cultural functions. This Plan builds on this foundation by providing goals, policies and ideas designed to reinforce these earlier initiatives and to address the spatial implications of the federal government's changing roles and resources.

The physical interpretation of the Capital Vision — the Capital Concept — is expressed in the following section, complemented by figures in the policy sections of this plan (sections 4 through 6).

3.1 The Capital Concept

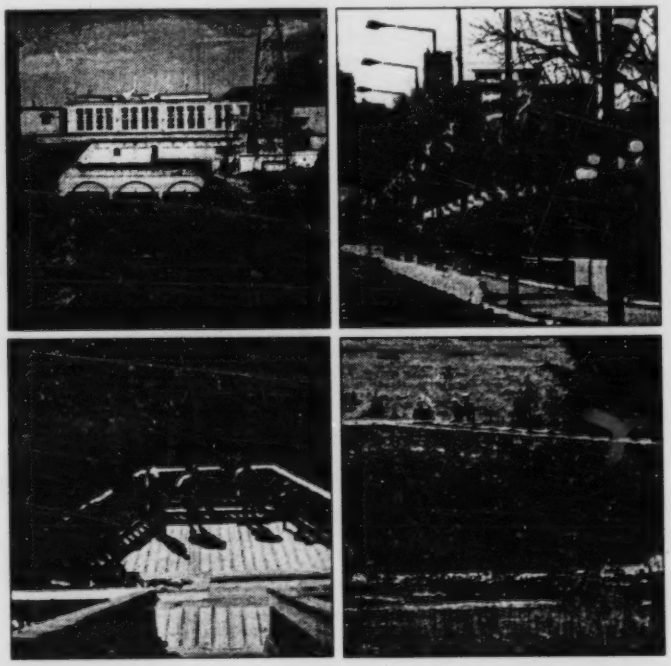
Over the next 25 to 50 years, Canada's Capital will evolve as a large metropolitan urban area surrounded by, and connected to, a network of open spaces, parks and natural areas.

As future visitors approach the Capital, some will pass through and experience the natural landscapes of the Greenbelt and Gatineau Park, each providing examples of our shared natural heritage. Visitors to the Capital will arrive by road, rail, air and water. Some will travel along the Ottawa River, navigable from Montreal to Témiscamingue. Others will arrive via the historic Rideau Canal, rich in history and one of the best examples of an operating 19th century canal. Those travelling along highways, scenic roads and parkways will find signage, banners, design and landscaping to herald their arrival at a special destination —



E.B Eddy and the Chaudière Dam

the nation's capital. The gateways of the Ottawa Macdonald-Cartier International Airport and the train and bus terminals will provide displays of Canadian culture and information about the Capital.

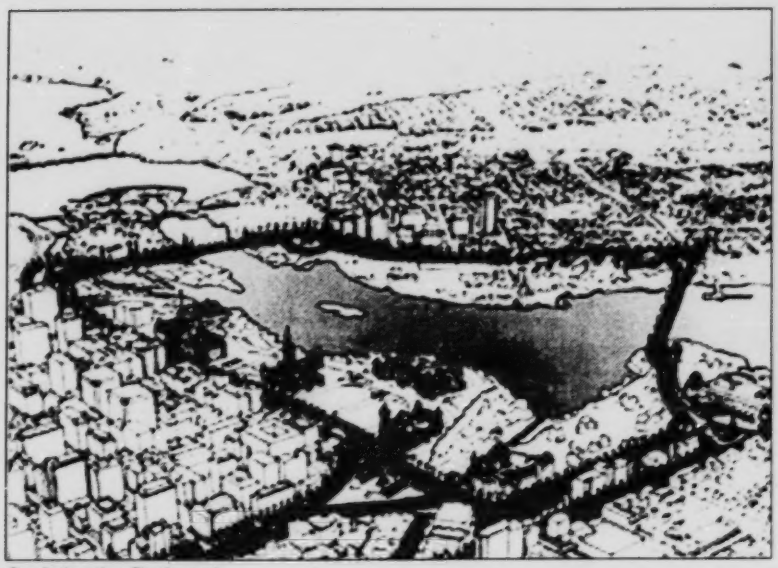


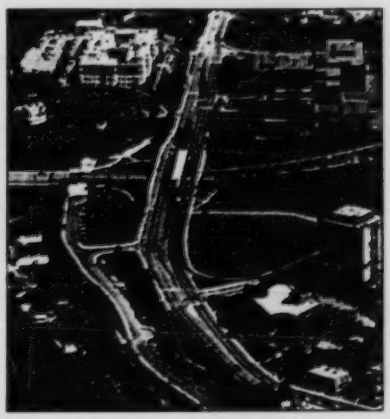
An extensive network of recreational pathways, parkways and parklands will help define residential communities. Much of the shore lands of the Ottawa River, Rideau Canal and Gatineau River will be accessible to the public, and will provide spaces for wildlife habitats and year-round recreation. The recreational pathway system and the network of parkways and scenic entries will connect destinations in the Core Area of Ottawa-Hull with those elsewhere in the Urban Area, Gatineau Park and the Greenbelt, and with destinations throughout (and outside) the National Capital Region. Interpretation and public programming activities, services and amenities will support public enjoyment of the Capital's protected natural environment.

The natural qualities of **Gatineau Park** as a part of the Canadian Shield will be protected. Recreational activities, interpretation for conservation topics and historical sites, commercial facilities and events compatible with the preservation of the Park will ensure that it is used without losing its natural beauty.

The **Greenbelt**, a diverse rural mosaic of farms, working forests, natural areas, research establishments and recreational areas, will continue to provide a fitting and symbolic setting for the capital of a country rich in agricultural and forest resources. Visitors to the Greenbelt will be able to experience and learn about the rural lifestyle that has been so important to Canada's past. The Greenbelt will provide rural-related visitor attractions, farm vacations, interpretation areas and an extensive network of recreational pathways.

The **Urban Area** will provide a rich symbolic setting for the seat of national government, as well as accommodation for key federal departments. It will be the focus in the Capital for expressing Canadian culture, history and values. Within the Urban Area, the system of parkways and scenic entries will be completed and, along with the rivers and the historic Rideau Canal, will lead the visitor to key destinations in and around the Capital. The Rideau Canal will remain a key venue for recreational activities and an important component of the visitor experience. Access between Gatineau Park and the Core Area will be enhanced.





Confederation Boulevard

The **Core Area** will be the preferred location for headquarters activities of most federal departments and agencies, as well as non-governmental organisations. The Core Area will serve as the main public stage for communication of Canadian culture and history, and hosting of national events, ceremonies and celebrations.

The magnificent buildings and monuments of **Parliament Hill** will be made more accessible to pedestrians. Views and vistas of the Parliament Buildings and of the Ottawa River, and pedestrian access to the Ottawa River will be improved.

Confederation Boulevard will be fully developed to become the focal point of the nation's cultural heritage, including most of the national museums, the National Archives and Library, the National Gallery and the National Arts Centre. Other national cultural institutions, such as the Canadian Museum of Nature, National Aviation Museum, and National Museum of Science and Technology, will be more closely linked to the Boulevard.

With the construction of the American Embassy, the Sussex Drive section of Confederation Boulevard will become an even stronger focus for diplomatic missions, non-governmental organisations and public programming with an international theme (e.g., "Canada and the World"). This part of Confederation Boulevard could become an **International District**.

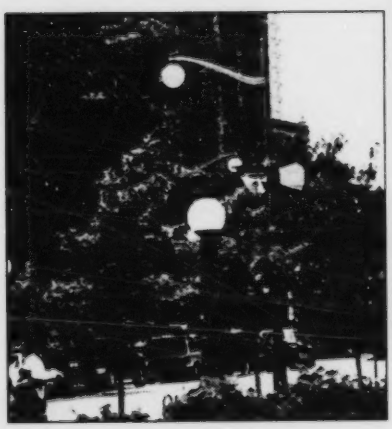
The Ottawa River's shoreline and **the Islands** will be revitalized to make the most of their natural beauty and programming potential within an urban setting. **LeBreton Flats** will be developed to provide sites for national cultural institutions, major meeting spaces, and mixed uses to the south. The industrial heritage of the Islands (Chaudières and Victoria islands) could

be restored and interpreted as part of a complex of activity spaces, green areas, and mixed uses. The eastern end of Victoria Island could become an interpretation centre for Canada's Aboriginal peoples that complements related programming provided at national cultural institutions.

On the **North Shore**, adjacent to the Ottawa River, new or relocated national cultural institutions could be built within Confederation Boulevard in Hull, on lands previously used for industrial purposes. Existing bridges could be rehabilitated or replaced with structures that enhance pedestrian, cycle and vehicular access between LeBreton Flats, the Islands and the North Shore.

The majority of federal employees in the National Capital Region will continue to work in the Core Area. Several large-scale **employment nodes** (e.g., Tunney's Pasture and Confederation Heights) located in the inner suburbs and linked to the Capital Core by parkways, scenic entries and recreational pathways will continue to accommodate those federal departments and agencies with special locational needs. These nodes will be integrated with adjacent communities and public transit systems. Other lands in the Urban Area considered surplus to departmental needs could be redeveloped to meet the region's need for housing, economic development or recreation.

Toward the end of this planning period, a new crossing could be constructed across the Ottawa River to link communities in the Outaouais and Ottawa-Carleton, and to facilitate access to visitor destinations and federal office accommodations. Existing cross-river bridges would be renovated or replaced to accommodate bicycles and pedestrians to the greatest extent possible, and where appropriate, public transit and high-occupancy vehicle lanes.



Ottawa River west of the Capital Core Area

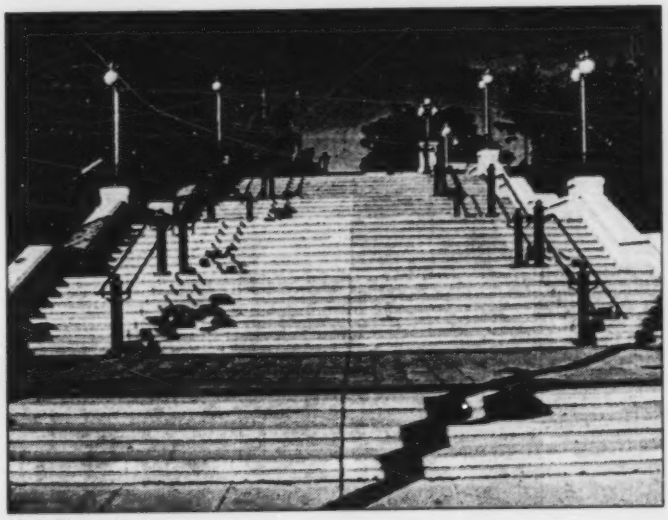
3.2 Capital Settings, Destinations and Links

This physical expression of the Capital Vision is further interpreted as goals and policies in three groupings of Capital characteristics — Capital Settings (Chapter 4), Capital Destinations (Chapter 5) and Capital Links (Chapter 6). While presented here as distinctive elements, in reality, most lands of Capital significance feature two and often all three elements. These elements are therefore to be considered complementary rather than mutually exclusive characteristics of lands throughout the National Capital Region.

The first element — **Capital Settings** — provides the visual backdrop and natural setting for Capital Destinations and Capital Links. The Capital's image and much of its environmental quality are created by the Capital Settings. Gatineau Park, the Greenbelt, the rivers, the Rideau Canal, green corridors and major public spaces are key elements of Capital Settings.

The Capital Settings are created through lands, landscapes and buildings that add visual beauty to the Capital, and mirror the Canadian environment and way of life. For the most part, these lands are parks and open spaces that may be formal in character (e.g., manicured gardens) or very informal (e.g., naturalised shore lands). Some lands identified as Capital Settings also play an important conservation role and provide recreation space, such as waterway and shore land corridors. Capital Settings also provide important stages for public programming and commemorations of national significance. The natural charm and attractiveness of the Capital is attributed to this ensemble of Capital Settings.

The second element — **Capital Destinations** — comprises two major groups: Visitor Destinations, and Federal Offices and Facilities. Visitor Destinations include Parliament Hill, Confederation Boulevard, historic sites and monuments, and national cultural institutions. Federal Offices and Facilities refers to the places where the federal government's administration functions are carried out — the federal nodes, office buildings in the Core of the Capital, research complexes, as well as Parliament Hill. These spaces are meant to be visible and well connected to transportation links, making them accessible to visitors and employees alike.



York Street steps

The third element — **Capital Links** — connects and provides access to the Capital Settings and Destinations. Capital Links include recreational pathway and parkway networks and inter-provincial crossings, and can often be found in open space links. The Capital Links connect and provide access to Capital Destinations, while revealing the high-quality experiences found in Capital Settings. In Capital Links, the emphasis is on the experience of the journey as well as the arrival.

3.3 Structure

Each of these three elements features the following structure:

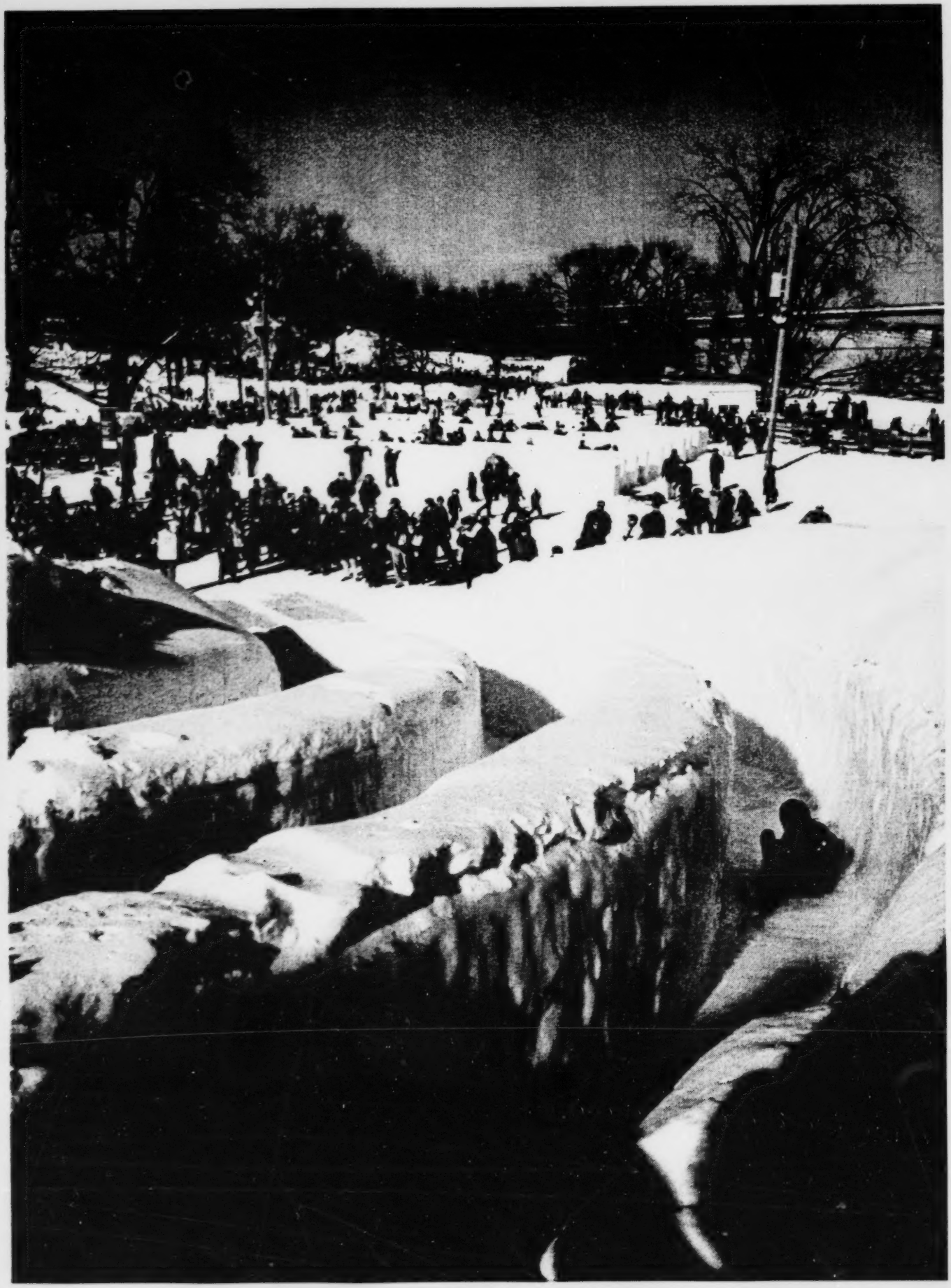
Goal — a statement of general intent and broad purpose, a preferred end-state for the National Capital Region, realised in part by the *Plan for Canada's Capital*, other land use plans prepared by the federal government, and by other agencies and levels of government;

Context — an orientation and review of key characteristics that provide the necessary background for the Plan's goals and policies;

Opportunities and Issues — opportunities as well as issues that could be addressed in support of the Capital Vision; and

Policies — statements of direction and intent regarding the long-term planning of the National Capital Region. These statements reflect the interests and contributions of federal departments and agencies, as well as advice from other parties (e.g., regional governments, public).

Overlooking Canada Day



Capital Settings

4

Introduction

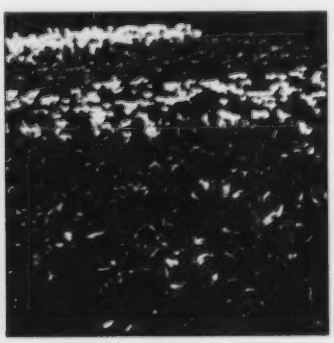
The Canadian experience has been profoundly influenced by our relationship with our landscapes and a demanding climate. The natural and rural landscapes, and our built heritage, are also part of our shared experience as Canadians.

Diverse in character, Capital Settings symbolise many landscapes that are familiar to most Canadians. The Capital Settings are composed of large areas of federal lands such as Gatineau Park and the Greenbelt, as well as rivers and green corridors within the Urban Area. Capital Settings provide the backdrop for Capital Destinations and Capital Links.

Capital Settings play several roles and include natural, rural and built landscapes that epitomise the boldness and diversity of Canadian geography. Visitors to the Capital enjoy the rivers, lakes, forests, and farms. Heritage buildings reflect the history of the region and the country as a whole. The Parliament Buildings are the most powerful symbol of Canadian democracy at work, and of our relationship to the landscape. Their setting, on top of a striking, heavily treed escarpment overlooking the Ottawa River, is an expression of the affinity that Canadians have for their geography.

Extensive open spaces provide stages for Capital events and programs, contribute to the Capital's green image, help to structure urban communities, and direct the location of future development. The Capital Settings policy areas include:

- Natural Heritage Areas;
- Rural Lands;
- The Capital Core Area;
- Capital Urban Green Spaces;
- Capital Waterways and Shore Lands;
- Urban Design;
- Built and Landscape Heritage; and
- Archaeology.



4.1 Natural Heritage Areas

Goal

A network of natural heritage areas that protects valued ecosystems.

Context

Natural Heritage Areas include the following: one or more ecological communities that are defined in extent by unbroken areas of vegetation, significant natural features, or key ecological processes. Many different habitats are associated with natural heritage areas, including significant wetlands, forests, and wildlife habitat; critical portions of the habitat of endangered, threatened, and vulnerable species; and natural or restored corridors such as significant ravines and streams.

Natural heritage areas include bold examples of the Canadian Shield, wetlands and other natural features that are common to, and provide striking symbols of, many of Canada's natural landscapes. Natural heritage areas also include forests and lands whose primary vocation is to support the National Capital Region's ecosystem. The Shield and wetlands, in particular, were not extensively developed. Consequently, we have a cross-section of these natural environments to enjoy today and, because of their ease of accessibility, to preserve for future generations.

Pink Lake, Gatineau Park

Gatineau Park is a large, dramatic section of Canadian Shield that pierces the urban fabric. Another natural heritage area — Mer Bleue in the Greenbelt — is an internationally recognised wetland. Others, such as Mud Lake, are notable because they are relatively high-quality areas either in or close to a large urban area and, because of their ease of accessibility by visitors to the Capital, require special attention.

The Greenbelt's Mer Bleue Bog

In 1995, the Greenbelt's Mer Bleue bog was designated a wetland of international importance — one of 36 Canadian wetlands under the RAMSAR Convention.

Opportunities and Issues

- These areas offer considerable opportunities for Canadians to learn about their natural environment.
- There are concerns about the long-term ecological health of natural heritage areas due to urban development pressures (e.g., fragmentation by infrastructure corridors, adjacent uses, and pollution).
- There is a need to protect valued ecosystem components (VECs — see margin note) such as rare or endangered plant and animal species, woodlands, wetlands, and wildlife habitats.

Valued Ecosystem Components (VECS) are identified in an NCC reference document entitled Sources for Environmental Priority Maps (NCC, 1998). An Environmental Synthesis map from this report is provided in Appendix 2.

- Competing demands arise between the natural heritage protection needs of certain areas and the pressure for local recreational use as a result of urban proximity.
- The management of natural heritage areas transcends political boundaries; therefore, intergovernmental co-ordination is required.

Gatineau Park's Pink Lake is a meromictic lake, where waters in deep oxygen-deprived depths do not circulate. A rare and ancient species of fish thrives there. Only 58 such lakes are known in North America.

Champlain Lookout, Gatineau Park

Policies

- Allow natural processes to predominate to the greatest extent possible.
- Implement federal environmental and natural heritage resource policies and legislation, and take related provincial and municipal government policies and laws into account.
- Protect VECs identified on federal lands, and encourage other agencies to protect VECs on other lands.
- Develop tools to manage federally-owned natural heritage areas according to internationally recognised standards and practices, and respect the inherent carrying capacity of the lands.
- Facilitate the restoration of degraded natural heritage on federal lands.
- Designate Gatineau Park as a protected area managed first for ecosystem protection and then for recreation.[28]
- Designate the conservation areas of the Greenbelt as protected areas managed first for ecosystem protection and then for recreation, and manage the rest of the Greenbelt using best management practices to support the maintenance of habitats.[29]
- Endeavour to secure (e.g., by acquiring, zoning, private stewardship or by other means) inadequately protected portions of Natural Heritage Areas identified on the maps and assign the highest priority to those under threat through co-operative

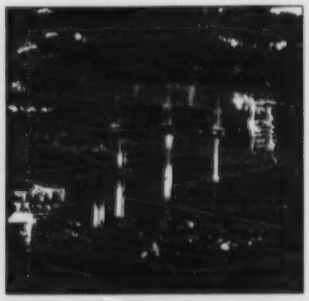
[28] Gatineau Park should be managed as an IUCN Category II Area (see margin note on the next page).

[29] Greenbelt Natural Areas should be managed as IUCN Category II Areas.

Policies (continued)

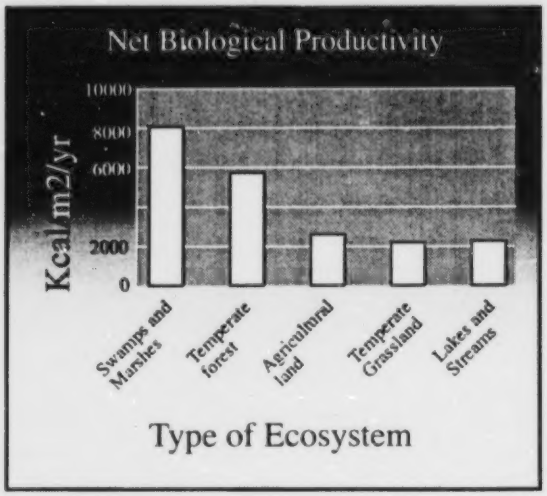
arrangements with other governments, non-profit agencies, the private sector and landowners.

- Protect lands that function as natural links owned by the federal government between Natural Heritage Areas and waterways.
- Collaborate with other owners and organisations to integrate the management of conservation areas and to protect natural links beyond the federal government's holdings.
- Co-operate with other governments and agencies to program and interpret natural heritage areas, where appropriate.



IUCN. (International Union for Conservation of Nature but more recently known as the World Conservation Union) is a union of over 70 nations, over 100 government agencies, and more than 700 non-governmental organisations working at the field and policy levels to protect nature around the world. The IUCN's (1994) Guidelines for Protected Area Management Categories include:

Category II ***National Park. Protected area managed mainly for ecosystem protection and recreation.***



4.2 Rural Lands

Goal

Productive rural lands that provide opportunities to learn about Canada's rural and resource heritage.

Context

Rural land activities such as agriculture, forestry and recreation are important uses on lands of Capital significance. Farms and forests owned by the federal government, particularly those in the Greenbelt, help to structure the urban Capital, along with the provincially-mandated agricultural and rural zones in the Outaouais and Ottawa-Carleton. They also contribute to the Capital's supply of green spaces, and provide venues for agricultural research and demonstration by the federal government.

Rural Lands. *Rural Lands support productive farms and forests (particularly in the Greenbelt), support outdoor recreational activity, and feature viewpoints and attractive vistas. These lands of Capital significance, along with provincially-designated agricultural zones in the Outaouais, help to structure the urban area and contribute to its green image.*

The proximity of farms and forests to developed urban areas provides a dramatic example of how urban development, agriculture, and forestry can exist in a mutually beneficial state. Passive recreational services related to the rural environment also broaden the visitor's exposure to the rural landscapes of the Capital.

The Central Experimental Farm is a National Historic Site. Both it and Greenbelt lands provide a means for urban Canadians to enjoy and to learn about farming, forestry and rural lifestyles. Farms, forests and sites for rural recreational uses also assist in buffering more sensitive natural and conservation areas such as Gatineau Park and Mer Bleue, and help ensure a continuous expanse of diverse green lands.

Some rural lands also help to buffer areas designated for federal government accommodation in cases where an extensive open area or a rural environment is required.

Central Experimental Farm

Opportunities and Issues

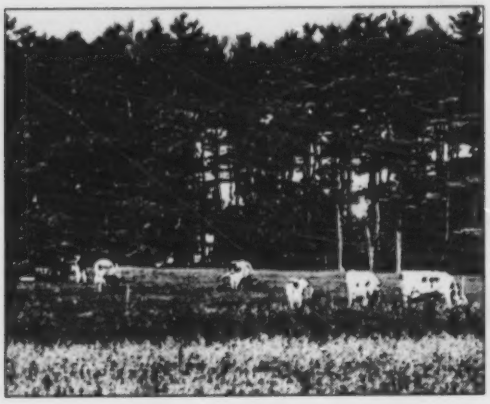
- Urban proximity offers outstanding opportunities for public programming and nearby markets for rural products and services. It can also affect neighbouring agriculture and forestry through the demand for urban services (e.g., roadways, recreational facilities and utilities) and constraints on operating procedures (e.g., fertilising, trespassing).

- There are opportunities for the development of recreational pathways, the demonstration of new and innovative farming techniques, the display of mature forests, the establishment of unique woodlands and the interpretation of Canadian rural heritage.

- Large blocks of high-quality, viable agricultural soils (e.g., Class 1-3) are rare in this region and need to be protected to support sustainable agricultural activity.

- The federal government's diminished role in agricultural research has created opportunities to meet local demand for farmland, improved visitor access and environmental management.
- Federal managed forests have tended to be located on marginal lands and be monocultures. There are opportunities to diversify existing managed forests and to create new high-quality forests on better soils.
- Forests are perceived as a local recreational resource, rather than as a demonstration of renewable resource management.
- In the past, programming and public involvement has been restricted to themes of local interest, whereas considerable potential exists to explore national themes.

Federal farms and forests can include creeks, viewpoints, and attractive vistas.



Policies

- Continue to encourage measures that will enhance agricultural or forestry sustaibility and productivity on federal land (e.g., farm stewardship, diversity in the scope and range of operations).
- Conserve federal properties with high quality (Class 1-3) agricultural soils.
- Encourage activities that are compatible with adjacent urban developments (e.g., avoid intensive livestock operations).
- Encourage research and display of new and innovative farm and forest management techniques on federal farms and forests.
- Provide opportunities for the public to learn about significant events, individuals or practices associated with the development of Canadian agriculture or forestry.
- Extend the Capital's recreational pathway network through federal agriculture and forestry lands to facilitate public enjoyment and learning, while at the same time ensuring that the development and use of such pathways are sensitive to the needs of farming and forestry.
- Encourage recreational uses with an outdoor orientation that complement rural activities and maintain the rural qualities of the landscape.
- Direct the more intensive permitted forms of recreational development away from shore lands and wetlands.

4.3 The Capital Core Area

Goal

The vitality of the Capital Core Area, and the reinforcement of exchange between the federal and city parts of the Core, as well as to and across the Ottawa River.

Context

The Capital Core Area extends to inner urban lands on both sides of the Ottawa River. It includes the downtown cores of Ottawa and Hull, as well as the Byward Market and the cluster of lands immediately west of the Parliamentary Precinct Area, including LeBreton Flats, the Islands (Victoria and Chaudières islands), and the adjacent industrial lands along the north shore of the Ottawa River in Hull.

The Capital Core Area is a unique mix of the symbolic and the practical, accentuated by a splendid assembly of political, cultural and administrative institutions situated along Confederation Boulevard. It is also the focus of economic, cultural, political and administrative life for the metropolitan area.

Historically, considerable work has been focused on reinforcing a distinction — physically, visually, and symbolically — between the Capital presence (e.g., Parliament Hill) and the city fabric of the downtown core. The Core Area has undergone significant change over the past decade in terms of employment, building and infrastructure viability, and a changing role *vis-à-vis* the expanding urban area. Several major long-standing Capital initiatives are also nearing completion, such as Confederation Boulevard.

With these trends in mind, a re-examination of the Capital role of the Core Area and its relationship to the "urban" core was launched in the summer of 1998 with public consultations concerning ideas to consider for the future.[30]

Opportunities and Issues

- While substantial work in the Core Area has focussed on the area in and around Confederation Boulevard, the appropriateness of stronger integration between the Capital presence and the urban fabric merits investigation.
- There are opportunities to better integrate the symbolic and urban aspects of the Core

[30] The document entitled *A Capital for Future Generations — Vision for the Core Area of Canada's Capital Region* contains a number of ideas to enhance the Capital Core over the next 50 years.

Area, physically and visually, to the Ottawa River.

- Over the next 25-50 years, much infrastructure and many buildings in the Core Area will require significant and large-scale reinvestment.
- There will be a need to accommodate national cultural institutions, federal departments, diplomatic missions and non-government institutions in high-profile, Core Area locations.
- The connections between Confederation Boulevard and the Ottawa River need to be improved. Pedestrian access to the Ottawa River also requires attention (e.g., the north end of Bank Street).
- The Islands present an opportunity to make one of the most significant industrial and cultural landscapes in the Capital more publicly accessible. This could eventually lead to improved public access to, for example, the Chaudières Falls.
- The Islands are important to Aboriginal peoples as a portage and meeting place, and are considered sacred.
- There is a legacy of industrial sites along the river edges that could eventually be converted to greater public use.

See Special Study Area on the* Capital Core Area-Concept 2050 *which refers to future studies of Chaudières and Victoria islands.

Policies

- Give priority to the Capital Core Area as an area for federal presence and attention (e.g., investment, maintenance).
- Investigate alternative plans for enhancing the symbolic approaches to Parliament Hill through streetscaping or other means, and investigate the creation of new links into the Parliamentary Precinct (e.g., along Bank Street).
- Encourage better public access to the Ottawa River (e.g., extension of the Bank Street axis).
- Investigate means to improve cross-river access to cultural institutions in both Ottawa and Hull (e.g., water taxis).
- Investigate means to use capital improvements in the south of the Parliamentary Precinct to help revitalise the adjacent Capital core area.
- Work with regional and local governments and the private sector to prepare and implement land use plans for the river edges and the Islands.
- Work with Aboriginal groups to enhance their representation in the Capital Core Area (e.g., Le Breton Flats, the Islands).
- Rely on public/private and inter-jurisdictional cooperation to undertake the built and natural rehabilitation of the river edges and islands.
- Investigate ways in which to improve access between the Core Area and Gatineau Park, having regard for the balance between accessibility and natural carrying capacity in the Park.

4.4 Capital Urban Green Spaces

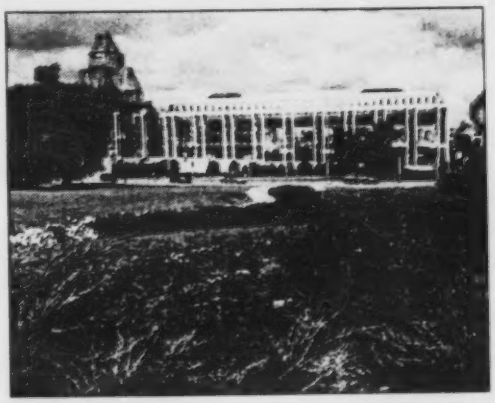
Goal

Urban green spaces that are key elements of the Capital's setting and open space network, and provide stages for Capital events, activities and interpretation.

Context

Capital urban green spaces are a major element of the Capital experience. They are an enduring legacy from the early days of federal involvement in the beautification of the Capital. They include Capital parks (e.g., Majors Hill Park) and green corridors (e.g., along the Rideau Canal, the Western Corridor west of the Central Experimental Farm). Most of these spaces are found in the urban area, primarily along Confederation Boulevard, the Capital waterways, and the parkway network. Capital urban green spaces are often related to a natural, cultural or historical feature, and are generally visible and accessible to visitors to the Capital.

Capital urban green spaces contribute to the Capital's network of open space corridors, link Gatineau Park and the Greenbelt to the Capital Core, and communicate messages of Capital interest. They also provide important habitats for plants and wildlife. Capital urban green spaces also support a mix of formal and informal activities, and active and passive recreation. Capital Parks, an important subset of the Capital urban green spaces system, provide green oases for visitors and residents, stages for events, activities, and interpretation, sites for monuments, and views of national symbols.



Major's Hill Park

Jacques-Cartier Park, Hull

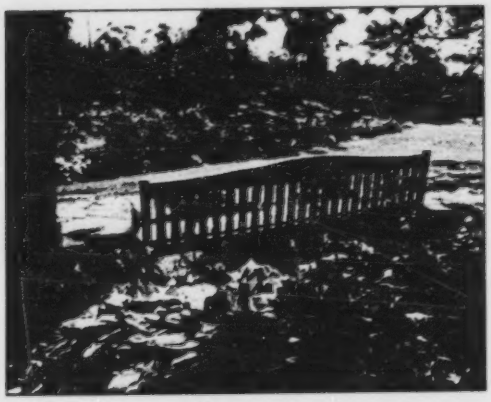
***Capital Park.** Park land tied to a significant natural or built feature or historical event which makes it a major contributor to the Capital's image (e.g., the Rideau Canal or Jacques Cartier Park). Capital parks serve as stages for events and activities of Capital significance.*

Key Capital Parks include the following:

- *Confederation Park*
- *Jacques Cartier Park*
- *Rockcliffe Park*
- *Major's Hill Park*
- *Rideau Falls Park*
- *Commissioner's Park*
- *Hog's Back Park/Vincent Massey Park*
- *Leamy Lake Park*
- *Brébeuf Park and*
- *LeBreton Common.*

Opportunities and Issues

- The size and diversity of the Capital urban green spaces network make it possible to plan, program and manage individual parks as part of a network or larger visitor experience.



- The role of each Capital Park within the network of Capital urban green spaces could be more clearly defined.

- Certain lands proposed as "Capital Parks" in the 1988 *Plan for Canada's Capital* are not expected to serve the roles envisaged for them as a result of the 1995-99 review. Others are not considered to serve a Capital role (see margin note).

- The management and use of some Capital Parks are characterised by competing demands for public use and park protection.

- A concentration of Capital Parks along Confederation Boulevard offers many opportunities for co-ordinated public programming.

- The existing level of wayfinding and orientation within and between Capital urban green spaces and Capital destinations could be improved.

- The range of landscapes, cultural and natural features, and history associated with Capital urban green spaces (and within individual areas) offers potential for a wide range of learning experiences and programming.

- Federal parklands tend to constitute the majority of public open space available to local communities and commercial cores, and as a result could be subjected to competing user demands.

Lands considered Capital parks in the 1988 Federal Land Use Plan, but are no longer considered to fulfill this role as a result of the 1995-99 review, include the following:

- ***Prince of Wales site is not considered to be of Capital significance, except for the shore lands.***
- ***Shirley's Bay was redesignated as a Natural Heritage Area.***
- ***Gatineau Park south of Gamelin Boulevard has been redesignated to Natural Heritage Area.***

Major's Hill Park

Policies

- Manage Capital urban green spaces as multiple-use, year-round, public spaces of green and open character that can support a range of appropriate activities.
- Focus public events and programming in Capital Parks.
- Base public use, facilities development (e.g., eating facilities, washrooms) and conservation of individual Capital urban green spaces on their accessibility, visibility, centrality, size, views of Capital symbols, landscape history, natural features and functions (e.g., VECs),[31] and other relevant factors (e.g., character of surrounding areas).
- Protect environmental components of corridor functions (e.g., VECs, ecological links between a natural heritage area and a waterway).
- Co-ordinate the planning of corridors and recreational pathways with other governments, and ensure these corridors are of a size and character that will enrich the visitor's experience of the urban Capital, and will contribute to community identity.
- Reserve appropriate locations in Capital urban green spaces for interpretation that communicates Capital messages (e.g., the Green Capital, historical aspects), commemorations, monuments, public art and other visitor destinations that celebrate individuals, events and ideas of national significance.
- Ensure appropriate visitor wayfinding and visitor support services (e.g., permanent or temporary event signage, drinking fountains, telephones) within and between Capital urban green spaces and other visitor destinations in the Capital.
- Continue to encourage local and regional governments to provide lands that meet the open space requirements of their citizens.

Major's Hill Park

[31] For a definition of VECs, see Appendix 2.

4.5 Capital Waterways and Shore Lands

Goal

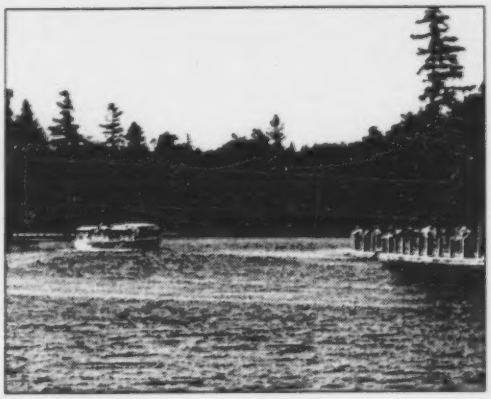
Waterways that serve as accessible, continuous symbols of Canada's natural and cultural heritage.

Context

The National Capital Region is blessed with an abundance of rivers and lakes, several of which hold national significance. The region's waterways can be seen as symbols of the Canadian landscape. They are a reflection of our country and its beginnings, and have played a key role in the economic and political history of Canada. They play a symbolic role today by linking Quebec and Ontario, and by creating a backdrop for many national institutions. The Rideau Canal provides a unique historic waterway and leisure resource of international stature that penetrates the heart of the Capital.

Examples of heritage features and landmarks include the Rideau Canal, Gatineau River, and former portage routes. A scenic feature might include a major view.

Ottawa River



Rideau Canal

Capital waterways are a reflection of our country and its beginnings. Like other communities, the region's waterways and their shore lands serve many roles: they are an important source of drinking water, they are an essential part of the Capital experience, they increase the quality of life through their navigational and recreational functions, and they provide wildlife habitat.

The federal government, as the largest landowner in the region, has a special responsibility to preserve shore lands under its ownership, and to manage all federal lands in a manner that respects local watersheds and their receiving waters. It also has a role in communicating the significance and symbolic value of shore lands, as well as providing opportunities for public enjoyment through facilities (e.g., beaches and marinas) and programming.

In June of 1613, Samuel de Champlain reached the falls of the Rideau River, so-named by later French explorers because the falls resemble a graceful drapery.

Opportunities and Issues

- The region's waterways and shore lands offer many more opportunities for interpretation and programming activities than have been recognised in the past.

- Larger waterways in the region such as the Rideau Canal and the Gatineau and Ottawa rivers are key communicators of Capital identity and a link to the geography and history of the country.

- Urban and rural activities have a major impact on water resources and related habitat quality, by shoreline erosion and deterioration, increasing water runoff and pollution loads into water courses, or by depleting and polluting ground-water.

- There is little likelihood of creating continuous shore lands accessible to the public in areas where the shore lands are currently privately owned.

- There are opportunities to create and extend navigation along both the Ottawa and Gatineau rivers.

- While the water quality in major rivers has improved significantly in recent years, occasional closure of beaches continues to occur.

In the 1998 "In Touch" survey of visitors to the Capital, 62 percent indicated that it was "essential" to make waterfronts and shore lands more accessible and meaningful to visitors.

Leamy Lake Park

Policies

- Encourage the use of waterways and shore lands as potential stages for Capital interpretation, cultural programs and commemorations, and for recreational pathways.
- Ensure public facilities and programming of waterways and shore lands is compatible with their natural, cultural, and scenic contexts, and that proposed uses provide benefit to, and benefit from, proximity to water.
- Plan and manage Capital waterways to protect their environmental integrity (e.g., through naturalisation) and encourage the rehabilitation of shorelines.
- Encourage public access to waterways and shore lands in a manner compatible with environmental protection.
- Safeguard, communicate and enhance the significance of the heritage features and landmarks, scenic features, and the natural environment along Waterways and Shore Lands.
- Make the Core Area river basin (comprising parts of the Ottawa River, Rideau Canal, Rideau Falls and the Gatineau River) more accessible and meaningful to visitors, and a key setting to tell the story of both Canada and the Capital.
- Encourage the expansion of the network of navigable waterways to the Capital (e.g., Ottawa River to Témiscamingue, Rideau Canal, Gatineau River).
- Work with local and provincial government agencies to adopt contemporary planning and management practices on and off federal lands in dealing with storm water in order to preserve or enhance surface- or ground-water resources to make them safe for aquatic life, recreation and other uses.[32]
- Encourage, with local government and provincial agencies, the prevention or reduction of environmental impacts from flooding or erosion (e.g., community disruption, property damage, damage to archaeological resources).
- Encourage, with local government and provincial agencies, the prevention or reduction of environmental impacts (e.g., pollution) to Waterways and Shore Lands.

Water-related or water-dependent activities and uses include the following:

- ***swimming***
- ***recreational boating (e.g., canoeing, kayaking)***
- ***water-skiing***
- ***interpretation (e.g., tour boats, facilities)***
- ***wetlands/nature study***
- ***birdwatching***
- ***certain cultural institutions***
- ***eating establishment***
- ***fishing, ice-fishing***
- ***skating***
- ***contemplation, and***
- ***sunset watching***
- ***access to and within the Capital (e.g., water taxis)***

[32] See the NCC's Corporate Administrative Policies and Procedures on Stormwater Management (CAPP 2CP2).

4.6 Urban Design

Goal

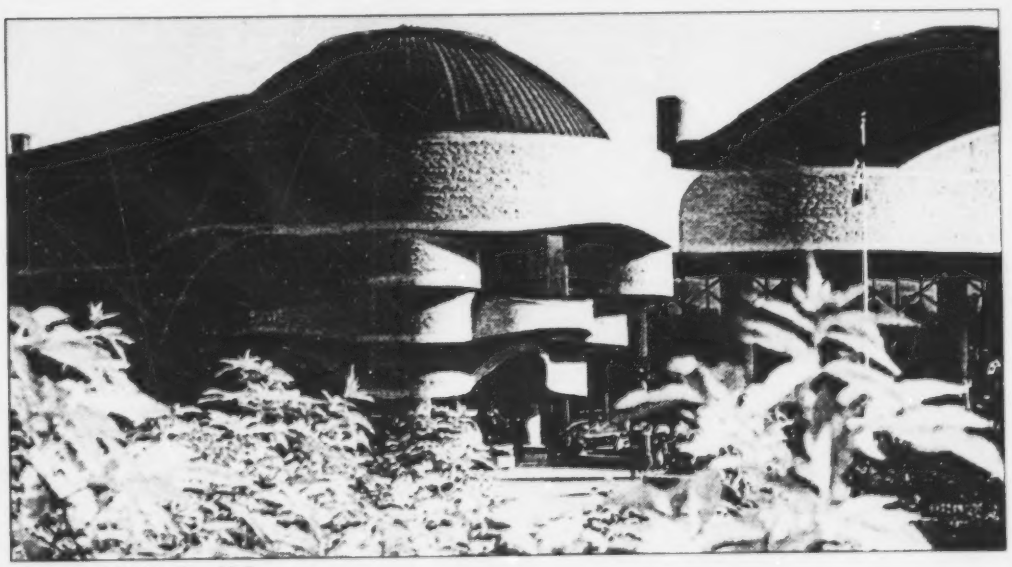
Urban design that integrates architecture, streets, public spaces, and built and natural environments, to create a sense of place befitting a national capital.

Context

The role of lands of capital significance is to locate and communicate important Capital functions, symbols, and events. The highest standards in design should differentiate governmental, cultural and administrative areas as being of special significance, including the Capital Core and parks, the Greenbelt and Gatineau Park, as well as links such as parkways, driveways, and boulevards.

The unique character and special sense of place of the Capital Core has evolved from the interaction between national symbols, set within open, waterside landscapes, and the city fabric and urban activities, which surrounds them on both sides of the Ottawa River. Retaining and enhancing the experience of the Capital and national landmarks such as Parliament Hill, the Supreme Court, and national cultural institutions will depend on the active protection of these landmarks and views, and the preparation of urban design guidelines to set appropriate standards for the future planning and development of Capital sites.

Confederation Boulevard, Ottawa, 1999.



Museum of Civilization, Hull

Opportunities and Issues

- While there is an emphasis on the protection and renovation of Capital buildings for health, safety and security, more attention must be paid to the rehabilitation and improvement of the public spaces between them, and to the recognition of their interdependence as "cultural landscapes."

- Key assets such as Gatineau Park and the Greenbelt are not strongly connected to the Core Area and, therefore, do not fulfill their potential for attracting visitors. There is a need to improve these links (e.g., via signage, interpretation resources, direct vehicular links, and pathways).

- The development of non-federal lands, especially in the Core Area, requires coordination in order to positively influence the image and experience of the Capital.

- The architectural quality and landscaping of federal buildings and urban parks should be appropriate to their significance.

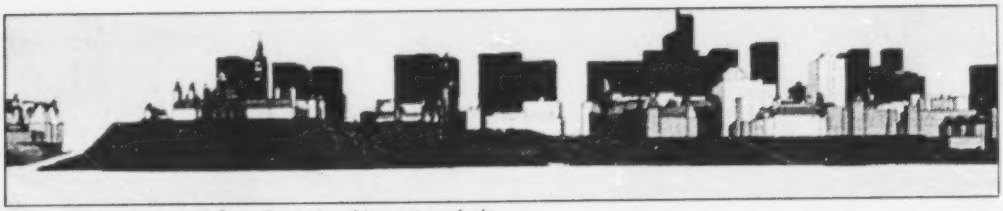
- There is a need to ensure that the maintenance of lands of Capital significance is appropriate to their role and location.

- Physical assets have a fixed life span and require rehabilitation, reconstruction, and preventive maintenance to ensure their long term quality and utility.

- The Capital's four-season climate presents a number of challenges and opportunities to urban design that fosters a comfortable and environmentally-sound visitor experience.

- Confederation Boulevard and the Capital's parkways provide an example of the successful marriage of streetscape, landscape, and programming.

In the 1998 "In Touch" survey for visitors to the National Capital Region, 59 percent considered it "essential" to create architecture and design excellence that befits the image of the Capital, and contributes to a pleasant, stimulating urban environment.



Computer renderings of Core Area visual impact analysis.

Policies

- Continue to protect and enhance the views and symbolic primacy of the Parliament Buildings and other national symbols, through height controls and urban design guidelines in co-operation with the municipalities on both sides of the Ottawa River.
- Identify and develop principles for the enhancement of cultural landscapes in the Capital, recognising the integrated experience of buildings, spaces and landscapes.
- Create high-quality connections (e.g., through streetscaping, landscaping, signage, and banners) between destinations such as Gatineau Park, the Greenbelt, the Core Area, Capital Urban Green Spaces, and Confederation Boulevard — in co-operation with municipal and other agencies.
- Work with federal and municipal partners and other agencies to achieve a high standard of architectural design appropriate to lands and buildings of Capital significance.
- Adopt a life-cycle approach as a way to preserve and protect assets.
- Ensure that standards of maintenance on lands of Capital significance are appropriate to their location and role.
- Work with municipalities and other agencies to strengthen the sense of the "central place" within the Capital, focused on the Core Area and the Ottawa River basin, and enhancing the relationship between Capital and local urban design.
- Use high quality street furniture and appropriate signage (permanent or temporary) where required on highly visible lands of Capital significance (e.g., Confederation Boulevard, parkways).
- Encourage the use of imaginative lighting, while recognizing the need to reduce light pollution.
- Respond to the Capital's four-season climate and the increasing importance of environmentally-responsible design in urban design and architecture.

4.7 Built and Landscape Heritage

Goal

Built and landscape heritage that is protected and preserved as an important part of the Capital's cultural milieu.

Context

The built and landscape heritage of national value in Canada's Capital — buildings such as Parliament, monuments, heritage landscapes such as the Central Experimental Farm and the MacKenzie King Estate in Gatineau Park, transportation routes such as the historic Rideau Canal, and physical remains left by centuries of human activity — provides a visible record of an important part of the Canadian story, and makes a symbolic statement of Canadian identity. This heritage has national significance and forms an important part of the Capital's cultural landscape.

***Cultural Landscape.** Cultural landscapes are geographical terrains that exhibit characteristics of or that represent the values of a society as a result of human interaction with the environment. The elements of a cultural landscape definition include the perception, visibility and readability of the cultural landscape, the notion of interaction between the individual and the environment, the concept of evolution of the cultural landscape over time and the meaning and value of symbolism in relation to history and social recognition (ICOMOS Canada, 1996).*

Mackenzie King Estate

Opportunities and Issues

- Progressive forms of urban development include ways to preserve and re-use heritage structures.
- Some federal heritage buildings may be vacated as the government continues its organisational restructuring efforts.
- The management and rehabilitation of heritage buildings, particularly those that have been designated as national historic sites, requires an approach that is appropriate to their historic value.
- Cooperation between all levels of government, the community, and the private sector is required to preserve the Capital's built and landscape heritage.
- The public's awareness and appreciation of, and access to, Canada's built and landscape heritage in the National Capital Region must be enhanced.
- There is a need to complete, in a comprehensive manner, data bases on designated heritage buildings, national historic sites, and cultural landscapes as a means to set priorities for future interventions.

***National Historic Site.** Any place declared to be of national historic interest or significance by the Minister responsible for Parks Canada.*

- In preserving heritage, the NCC must find solutions that reflect the realities of a growing city. The challenge is to balance the protection of built and landscape heritage with the development of the Capital in the interest of all Canadians.

Policies

- Improve public access to heritage properties in the National Capital Region in a manner that respects the features for which the property has been designated.[33]

- Introduce visitors to the built and landscape heritage of the Capital in ways that will enhance their experience of these cultural resources, while protecting the resources from undue exploitation.

- Prefer repair to replacement, respect original materials, and limit intervention as much as possible when undertaking works on federal heritage buildings.[34]

Federal Heritage Building. Any federally-owned building that has been designated by the Minister of Canadian Heritage under the Federal Heritage Buildings Policy.

- Ensure that new elements are compatible with and subordinate to the building's historical parts when undertaking new construction adjacent to federal heritage buildings.

- Endeavour to respect, to the extent possible, those sites designated under provincial legislation that contribute in some way to the national mosaic in the Capital.[35]

- Federal buildings and grounds which are designated as national historic sites should receive the highest level of protection, and their significance should be communicated to the public.

- Work cooperatively with local and provincial government heritage agencies to identify, interpret and preserve heritage properties of Capital significance.

- Ensure that heritage buildings, sites and landscapes on lands of Capital significance are properly identified and assessed in order to establish priorities.

- Make best efforts to arrange for appropriate alternative uses compatible with the character of a federal heritage building when program needs end, or the building is no longer fully used by the federal government.

- Work to ensure that the protection provided by federal heritage legislation continues for buildings that leave the federal inventory by encouraging the appropriate province to apply its historic resource protection to the building.

- Any disposal of federal heritage buildings should be accompanied by legal instruments (e.g., easements) designed to ensure the continued protection of its heritage character.

- Contact and encourage the provincial ministry responsible for heritage to apply its historic resource legislation to federally-designated buildings that leave the federal inventory.

[33] In a physical sense, accessibility means that the property is accessible to the public. In a psychological sense, accessibility means making the resource known to the public for its true heritage value, through oral, written or visual media.

[34] This policy reflects heritage conservation principles provided by the FHBRO Code of Practice (1996).

[35] Built Heritage Policy (NCC, 1991: 2).

4.8 Archaeology [36]

Goal

Archaeological resources that are preserved and interpreted as a way to tell part of the story of Canada.

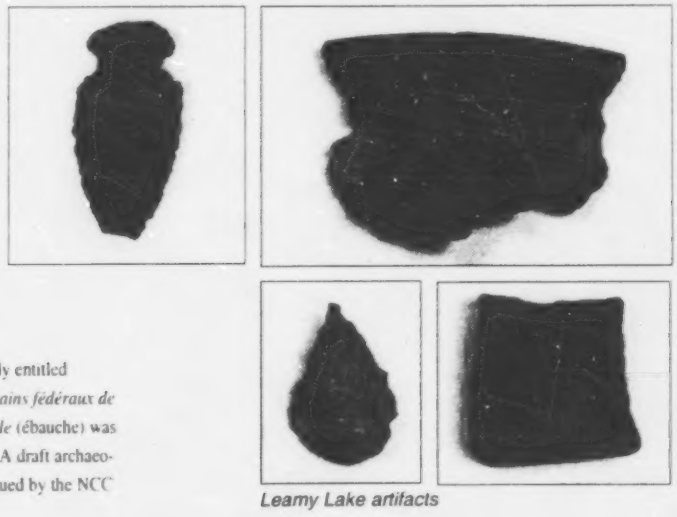
Archaeological Resource. *The remains of any building, structure, activity, place, or cultural feature or object that, because of the passage of time, is on or below the surface of land or water, and is of significance to the understanding of the history of a people, place or event.*

Context

Relatively little emphasis has been placed on the preservation of archaeological resources in Canada. Early occupation of the land in Canada tended to follow its rivers. The National Capital Region's history and pre-history is reflected in artifacts and other heritage resources that are related to the presence of Aboriginal peoples, European explorers and voyageurs, and later settlers, primarily along its waterways.

Opportunities and Issues

- Regional and municipal plans increasingly recognize that archaeology is a subject requiring policy guidance.
- Our knowledge and understanding of the region's archaeological resources is incomplete. The diversity of original inhabitants and settlers, and their presence in the region for over 5,000 years, however, indicates that considerable archaeological potential exists.
- There is a need to comply with accepted standards of archaeological practice and conservation.
- Despite the dense settlement around the Capital, much of the region's archaeological potential is still in place.
- There are many opportunities to interpret the region's rich archaeological resources for visitors to the Capital, while respecting their integrity. Site interpretation could reveal Canadian history and pre-history to the public.



Leamy Lake artifacts

[36] An archaeological potential study entitled *Potentiel archéologique des terrains fédéraux de la Région de la capitale nationale* (ébauche) was completedby the NCC in 1998. A draft archaeological resrouces policy was issued by the NCC in 1991

Policies

- Comply with established international standards concerning archaeological practice, especially the International Charter for Archaeological Heritage Management adopted by ICOMOS in 1990.

  - Comply with recognised conservation standards when conducting archaeological research (e.g., data conservation, integrity of collections, protection of sites).

- Undertake necessary actions to identify, conserve and interpret archaeological resources of national interest on federal lands.

- Respect and take into account archaeological resources of local or regional interest on federal lands when undertaking environmental assessments.

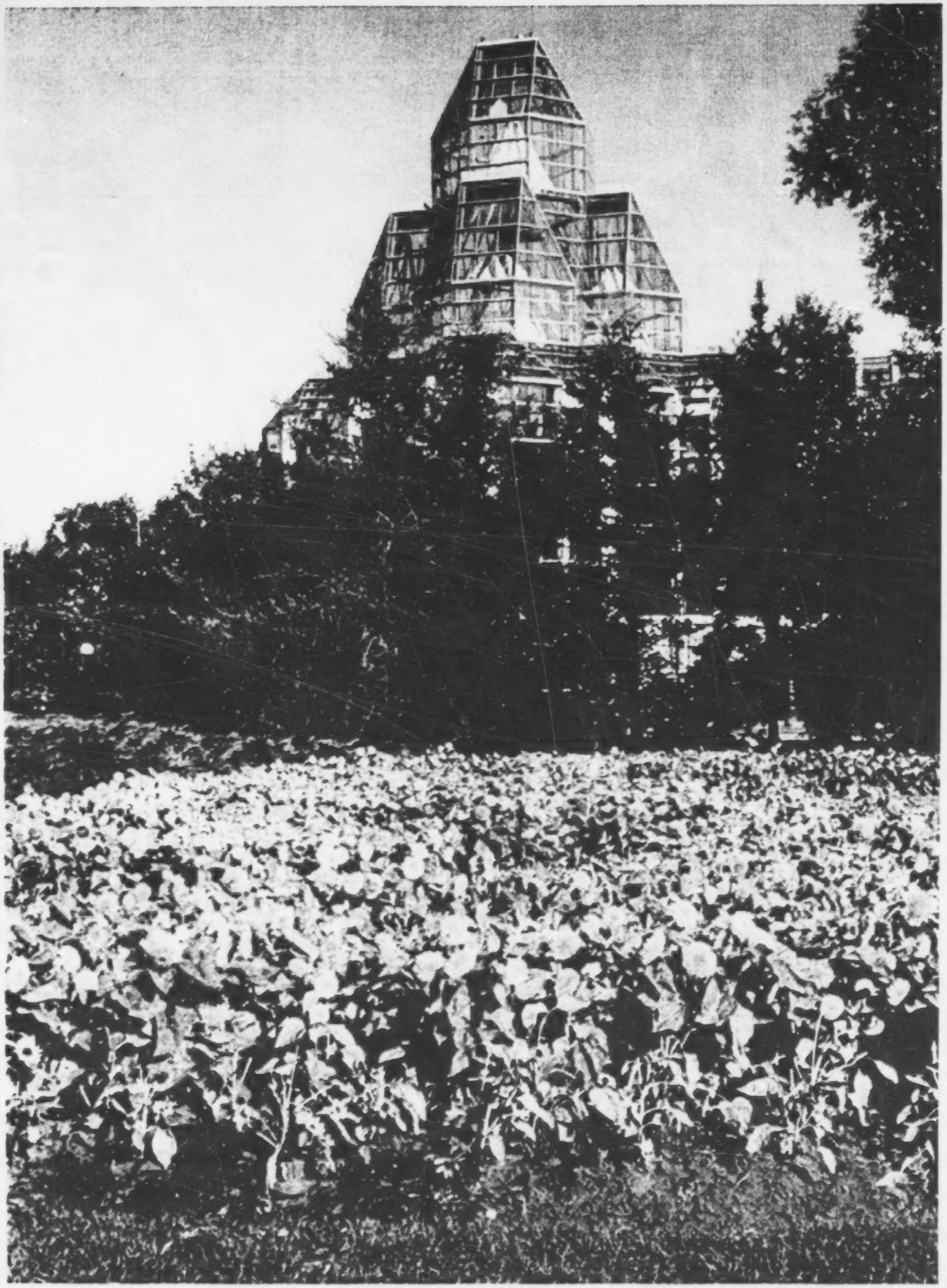
- Where archaeological resource potential exists and is threatened by a project or land development (e.g., as identified through an environmental assessment or at the concept stage of any project), require a qualified archaeologist to undertake a site assessment.

- Continue to develop interpretation programs in which archaeological resources help tell the story of Canada (e.g., through agencies such as the Canadian Museum of Civilization) and of the Capital.

- Follow provincial legislation if unmarked cemeteries or human remains are encountered on federal lands.

ICOMOS (ICOMOS (International Council on Monuments and Sites) is an international non-governmental organization affiliated to UNESCO and is concerned with the conservation and protection of monuments, and historic and archaeological sites.

Leamy Lake archeological research



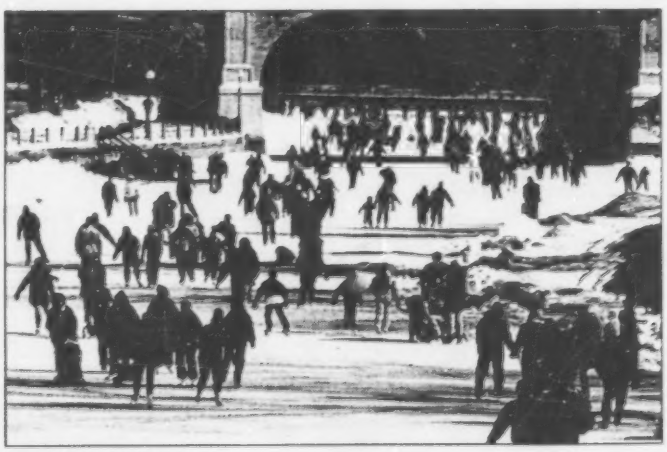
Capital Destinations

5

Introduction

The Capital is a meeting place for all Canadians. It is a place that should communicate Canada to both Canadians and foreign visitors. It is also a place where the national cultural and political heritage is safeguarded and preserved.

The first set of policies in this Section, **Visitor Destinations**, recognises those sites and activities of interest to visitors to Canada's Capital. The second set of policies, **Federal Offices and Research Facilities**, are intended to guide decisions by federal departments and agencies concerning the location and design of office buildings and research facilities in the Core Area and in federal nodes, and other peripheral areas such as the Greenbelt.



Winterlude, Rideau Canal

5.1 Visitor Destinations

Goal

A network of visitor destinations that helps visitors explore the Capital and learn about Canada.

Context

Every year, the Capital welcomes millions of visitors from all parts of Canada and the world. The Capital should be the place where the Canadian story is told, its culture is expressed, and the role of its national institutions is conveyed. Visitor destinations are cultural (e.g., museums, exhibitions), political (e.g., the Parliament Buildings, the Peace Tower) and natural/recreational (e.g., Gatineau Park, the Greenbelt, the Central Experimental Farm, and Rideau Canal).[37]

Visitor destinations include the following:

- Parliamentary Precinct;
- Confederation Boulevard;
- Public Art and Commemorations;
- National Cultural Institutions;
- Official Residences; and
- Diplomatic Missions and International Non-Governmental Organisations.

[37] Visitor destinations with a natural / recreational orientation generally cover a large area, and are therefore found in Section 4, Capital Settings.

5.1.1 Parliamentary Precinct Area

Goal

A Parliamentary Precinct Area that is planned, protected and interpreted as the symbolic and political heart of the nation, as a national landmark and centre stage for national celebrations, and as the focus of the Nation's Capital.

Context

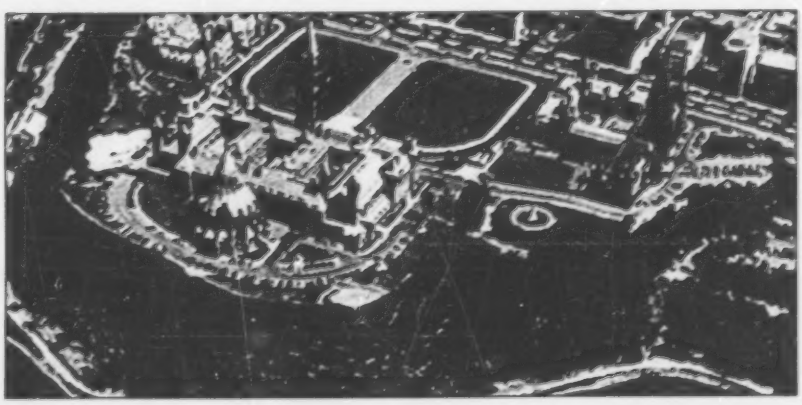
The Parliamentary Precinct Area encompasses federal lands between Sparks Street and the Ottawa River, extending from the Rideau Canal in the east to the Portage Bridge in the west. These lands, in addition to Parliament Hill, contain the Judicial Precinct, the National Archives and National Library, the Wellington Street South properties, and the Garden of the Provinces. Their location atop an escarpment has made for a dramatic setting unlike any other Parliamentary institutions in the world.

Parliament Hill is more than the workplace of Canada's government — it is a national symbol, a site of architectural beauty and historical significance, and the centre of national political decision making. The Hill is also one of the most visited heritage sites in Canada with 1.5 million visitors each year, the site of major national events such as the Canada Day celebration, and a National Historic Site. A visit to Parliament Hill fosters a better understanding of Parliament, of the federal government, of the Capital and of Canada.

Because of its significance, any development within the Precinct should occur in a comprehensive and integrated manner. The planning framework for this area is the Parliamentary Precinct Area Long Range Development Plan, jointly prepared by Public Works and Government Services Canada (PWGSC) and the NCC, and tabled in the House of Commons in 1988. Its goals are threefold:

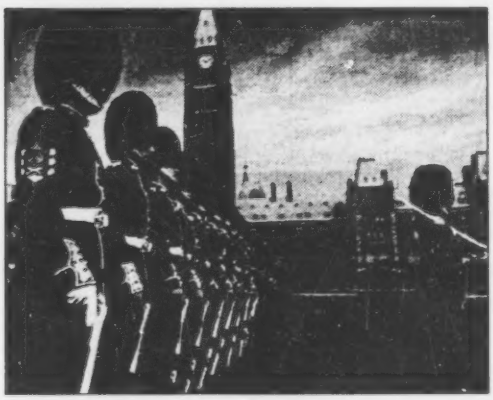
- to accommodate and improve the functions and growth of the Precinct's main institutions
- to express the symbolic and ceremonial roles of the Precinct, and

The East Block and the Library of Parliament are the only structures that survived the great fire of 1916. The stone for the present Parliament buildings is Nepean sandstone, and came from a (now-closed) quarry in the western Greenbelt.



- to establish the pattern for development of the highest aesthetic order, while protecting the inherent natural and heritage qualities of the Precinct.

Works that have been designed or are under construction, consistent with the terms of the plan, include a new Federal Court, renovations to the Centre, East and West Blocks and to the Justice, Confederation and East Memorial Buildings, and the renewal and provision of underground facilities and services. These projects will continue until 2010.



Opportunities and Issues

- Parliament Hill is the Capital's premier symbol and visitor attraction. As a national heritage treasure, the Hill belongs to all Canadians.

- The siting and design of Parliament Hill (buildings, grounds and landscape) have set a high standard for architecture and planning within the Capital, and indeed, within Canada.

- There is a unique but fragile relationship between national symbols and their natural setting on the escarpment.

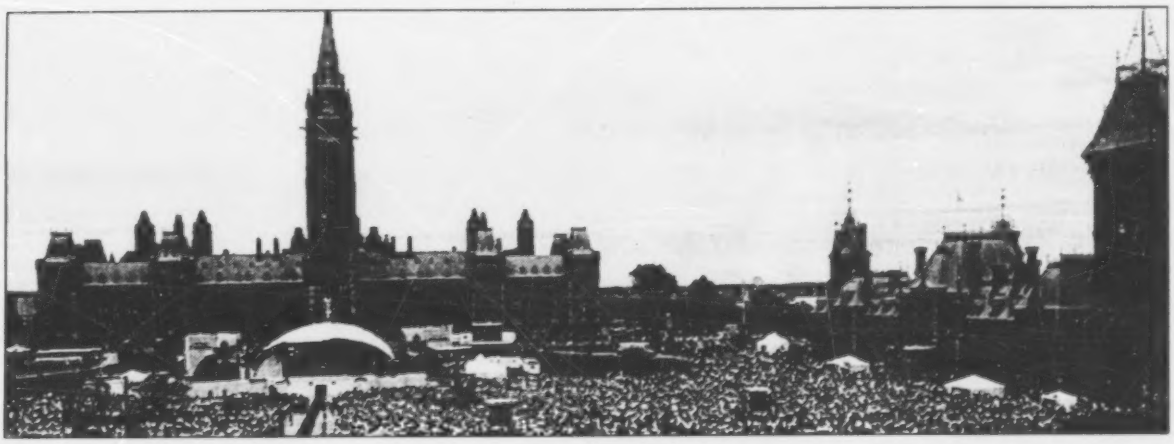
- There is a growing demand for commemoration of key national figures and events on the Hill. These requests need to be balanced with environmental capacity, the protection of views and landscapes, and the role of the Hill as the Capital's premier symbol and tourist destination.

- The environmental capacity of the Precinct needs to be recognised in any future expansion of government, judicial and/or public record facilities.

- The views of the Parliament Buildings and other national symbols from around Confederation Boulevard and the main approach routes to the Capital, and to the Core Area (e.g., Metcalfe and York streets) need to be protected and enhanced to ensure the visual integrity and symbolic primacy of these and other national symbols in the Core Area. For this reason, the heights of downtown development on both sides of the river must continue to be regulated.[38]

- The needs of visitors and those who work within the Precinct must be recognised and accommodated. The rising concern for security, health and safety must be balanced with the desire to make the site as accessible as possible to the Canadian public and other visitors (whether involved constituents, visitors, demonstrators or spectators at programs and events).

[38] In 1997, the City of Ottawa passed a height control by-law that reinforces and potentially enhances the protection of national symbols in the Core Area.



- Increased security measures should result in real, substantive improvements to the public experience of the Precinct, and reduce conflicts between pedestrians and vehicles.

- Future site, vehicular, parking, security and servicing improvements need to be undertaken in a manner that respects the unique heritage, organisation and topography of the area and the principles of the approved plan.

- The ultimate extent and location of new accommodation and its relationship to the established building groupings should remain focused on the Centre Block and the Supreme Court.

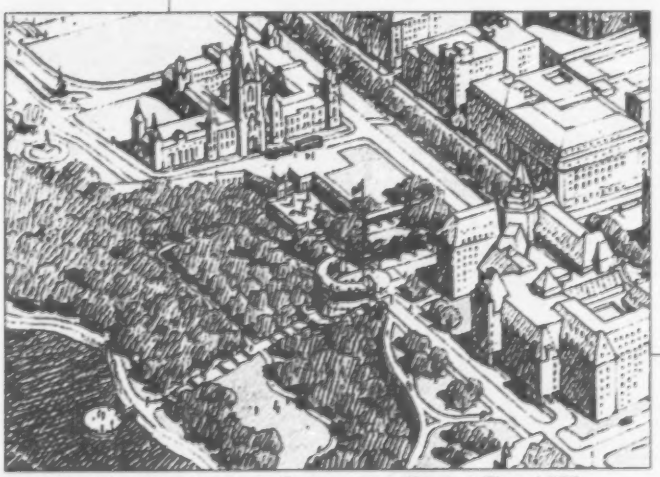
- The relationship between Parliament Hill and the Wellington Street South buildings needs to be visually coherent and user-friendly.

- A permanent place is needed on Parliament Hill to accommodate visitor services. In the past, these essential functions have been provided on a seasonal basis by the Infotent.

- The long-term role for the front lawn on Parliament Hill as the premier events space for national celebrations (e.g., Canada Day), seasonal celebrations (e.g., Christmas Lights Across Canada) and symbolic interpretation (e.g., the Sound and Light Show) needs to be enhanced.

Policies

- Retain the visual and symbolic pre-eminence of Parliament Hill within the Precinct and within the National Capital Region as a first priority.
- Secure the long-term role of Parliament Hill as the key location for major national celebrations, commemorations and events.
- Protect and enhance the unique relationship between the national institutions of the Precinct and their dramatic natural setting as the Capital's pre-eminent cultural landscape.
- Ensure protection of the escarpment in the Precinct Area.
- Work with local governments to protect views of the Parliament Buildings and other national symbols from Confederation Boulevard as well as from major approach routes to and within the Core Area.
- Improve pathway links between Confederation Boulevard and the Ottawa River.
- Ensure that the Parliamentary Precinct Area offers a secure environment and maintains a high level of accessibility so that Canadians can continue to understand the significance of its symbols, appreciate its relation to their own lives and witness first-hand democracy in action.
- Provide a comprehensive level of services and amenities that meet the needs of visitors to the Parliamentary Precinct Area (e.g., designated pedestrian entrances, an appropriate and permanent indoor visitor facility, coherent signage, interpretation programs and a range of services for organised groups).
- Ensure that events and programming activities, as well as new or modified structural changes to buildings, occur within accepted environmental impact standards for the Precinct, and respect Valued Ecosystem Components (see Appendix 2).
- Ensure that new buildings, streetscapes, landscape interventions, and commemorations in the Parliamentary Precinct Area are designed to be both of their own time and compatible with the existing architecture and cultural landscape.
- Any public activities such as national celebrations should respect the Precinct's built, natural, and cultural setting.



Bank Steet Axis Development, (Parliamentary Precinct Plan, 1987)

5.1.2 Confederation Boulevard

Goal

Confederation Boulevard as the location of Canada's foremost political and cultural institutions, the Capital's official ceremonial route, and the focus of Capital programming and interpretation.

Context

The national institutions, treasures and symbols located on or near Confederation Boulevard make it an area of major symbolic value both to the National Capital Region and to Canada as a whole. Confederation Boulevard and the Core Area offer the ideal setting to tell the story of Canada as well as the story of the Nation's Capital. The national cultural and political institutions located along Confederation Boulevard express the culture and vitality of a nation, build a bridge between the present and past, and provide a glimpse of what the future may hold.

Confederation Boulevard and the lands it surrounds represent the nation in the heart of the Capital. It connects the Ontario and Québec sides of the Capital. The Boulevard area serves as the focus for the visitor's experience of the National Capital Region, and as a springboard to all of the attractions in the Region. It also provides a window to Canada, introducing Canadians to the variety of ways in which the Capital represents them and their country. Confederation Boulevard is "Canada's Discovery Route."

The major institutions, treasures and symbols that represent and influence all Canadians are dramatically presented in a setting of impressive natural beauty. The Boulevard setting also serves as a stage for the national events, commemorations, celebrations and everyday activities that bring Canadians together and enable them to experience their Capital in diverse ways. It is the Capital's central meeting place.

Opportunities and Issues

- A high standard has been achieved in the design and construction of the first phase of the Boulevard route. These standards need to be maintained throughout subsequent phases, and Boulevard improvements need to be completed in a timely fashion.

Confederation Boulevard. A ceremonial route that encompasses Wellington, Mackenzie and Elgin (north of Lisgar) Streets, and Sussex Drive in Ottawa, Laurier Street in Hull, as well as the Portage and Alexandra Bridges. This route has special historic, institutional, and natural attributes that make it suitable for occasional ceremonial functions and special cultural or recreational events. Such events also link various significant areas within the Capital's core.

- As construction of the Boulevard nears completion, additional efforts need to be made to promote the role of Confederation Boulevard as Canada's Discovery Route, to ensure that it functions well as a national meeting place, as a stage for activities and events, and as a place to represent the regions of this country and Canada's place in the world.

- The pedestrian experience of Confederation Boulevard needs to be planned and designed with the highest of standards to integrate permanent outdoor interpretative nodes in high interest locations along the route.

- The Boulevard lacks certain key elements such as physical and conceptual connections between the various attractions in the area, and public programs that communicate the significance of the Boulevard area as the heart of Canada's Capital. Initiatives to improve pedestrian connections in the Ottawa Core Area could help in this regard.

- Confederation Boulevard has long been the traditional ceremonial route for state occasions. This role needs to be sustained and enhanced. There is also a need to ensure that the Boulevard can function as the ideal backdrop for public visibility and national media coverage (e.g., TV, Internet).

- There is a need to strengthen the physical and information links between Confederation Boulevard and national cultural institutions located outside the Core Area.

- The symbolic and physical dominance of existing heritage buildings along Confederation Boulevard needs to be enhanced, and new buildings must be properly planned and designed in a manner compatible with this setting while meeting the future office accommodation needs of political, judicial, and research activities of institutions in the Core Area.

- The Boulevard's natural setting not only plays an important role in contributing to the national character of the Core Area, it also provides an appropriate context and fitting ambience for the national institutions and symbols.

- The Boulevard's distinctive setting also has potential to serve as Capital stages or venues for programming, commemorations and events.

- Institutions located along the Boulevard have particular responsibilities to ensure appropriate building design, landscape architecture and marketing activities, and opportunities associated with their location on this nationally significant route.

Confederation Boulevard next to the Museum of Civilization

Policies

- Give the completed construction of Confederation Boulevard and its maintenance a high priority.
- Confirm and enhance the ceremonial route role for Confederation Boulevard.
- Consolidate a year-round package of creative programming that encourages visitors to interact with the resources of the Boulevard area and with each other, allowing visitors to discover what is special about Canada's Capital, Canada, and Canada's place in the world.
- Conserve, enhance, communicate and promote an understanding of the significance of heritage features, landmarks and the natural environment associated with the lands and buildings in designated areas along Confederation Boulevard, and along nearby segments of Capital Parkways, Arrivals, and Scenic Entries that connect to the Boulevard.
- Protect views of the Parliament Buildings and other national symbols from points around Confederation Boulevard.
- Designate sites along the Boulevard for animation and physical presentations such as public art; interpretative panels; signage (permanent, event-related where the Boulevard plays a role, orientation); and activity areas that communicate Capital and national messages.
- Designate sites along the Boulevard that offer opportunities to acknowledge the contributions of generations of Capital builders — the planners, architects, landscape architects and engineers (e.g., a Todd or Gréber tribute).
- Continue to protect the natural setting of the Boulevard.
- Designate, where appropriate, selected natural or heritage areas (e.g. Capital Parks, shore lands, and canal lock stations) adjacent to Confederation Boulevard as locations for interpretative programming, commemorations or events, while avoiding sensitive environments (e.g., Valued Ecosystem Components).
- Continue to link Confederation Boulevard — through signage, pathways and parkways, streetscaping, wayfinding tools, and programming — to key national cultural institutions in other areas of the Capital (e.g., the National Aviation Museum, the Canadian Museum of Nature, and the National Museum of Science and Technology).
- Further develop and maintain a safe, comfortable and pleasant environment to facilitate an adequate range and distribution of amenities, services, and access throughout the area (e.g., superior walking surfaces, lighting, accessible washrooms, concessions, information and telephones).

5.1.3 Public Art and Commemorations

Goal

Commemorations of nationally significant Canadians, events or ideas in visible, accessible and symbolically appropriate locations.

Context

It is a long-standing tradition to express national values through commemorations — the celebration of people, events or ideas that have meaning and value for the community at large. Commemorations are expressed in a great variety of ways (e.g., the dedication of streets, parks, buildings, the erection of memorials, and public art).[39]

National War Memorial

The Capital is the most appropriate location for commemorations of national significance. Federal lands, such as Parliament Hill, Confederation Boulevard, the parkway and pathway network and the Capital's shore lands, as well as Gatineau Park and the Greenbelt, offer many opportunities for properly locating these commemorations.

Opportunities and Issues

- Compared with other national capitals, there are comparatively few physical monuments to, or commemorations of, individuals, events or ideas significant to Canada's history and evolution.

- Over the years, the Capital has benefitted from investments in public art, much of which is located on federal lands in Capital parks. There is an opportunity to continue this practice, with a specific focus on Canadian art and artists.

- While Canada's historically important national political figures are well recognised, especially on Parliament Hill, the contributions of many others, specifically Canada's Aboriginal peoples, are not properly addressed.

- Many nationally historic sites are not properly marked, are inadequately maintained or are not properly interpreted (e.g., Aboriginal campsites, early European explorer routes along the Ottawa and Gatineau rivers).

- A number of national and provincial heritage organizations play a role in designating sites, requiring co-operation and co-ordination (e.g., Historic Sites and Monument Board of Canada).

[39] Based on research undertaken for the NCC by duTort, Allsopp, Hillier (NCC, 1988).

Policies

- Facilitate the commemoration of individuals, events or ideas of national significance on highly visible and accessible lands owned by the federal government.

- Locate commemorations where their subjects are appropriate to the nature, significance and environment of the site, and where their symbolic importance and prestige is enhanced by virtue of association with the site.

  In this context, Parliament Hill should be reserved for Canada's prime ministers, Fathers of Confederation, and Royalty. Confederation Boulevard from the Peacekeeping Monument to Rideau Hall has an existing "international" character that should be reinforced by siting commemorations of Canada's role in the global community, and through long-term public programming strategies. Other commemorations of important people, events in Canada's history, and the achievements of Canadian heroes should be located along Confederation Boulevard, or in visible and accessible locations along the Parkway Network. Other sites could include key federal accommodations (e.g., Banting and Best at Health Canada).

- Develop appropriate interpretative programs to explain the significance of these people, events or ideas (e.g., through programming, panels).

- Enhance the quality and extent of interpretive materials that explain the significance of places in the history of the National Capital Region and their role in the development of Canada.

- Locate and interpret public art created by Canadian artists in high-profile lands of Capital significance, such as Capital Parks.

- Promote the presence of under-represented themes in public art and commemorations.

In the 1998 'In Touch' visitors survey, 79% felt it was 'important' or 'very important' to increase public art and symbolic elements (statues, memorials, etc.) in the Core of the Capital.

Examples of under-represented themes include the following:

- ***Aboriginal culture and history, and their contributions to Canada***
- ***the achievements of Canadian women***
- ***the role of the provinces and territories in Confederation***
- ***Canada's contributions to the world community, and***
- ***the role of immigrants in building Canada and opening up the West.***

5.1.4 National Cultural Institutions

Goal

National cultural institutions that showcase Canada's cultures, history and achievements, meet program needs, and are visible and accessible.

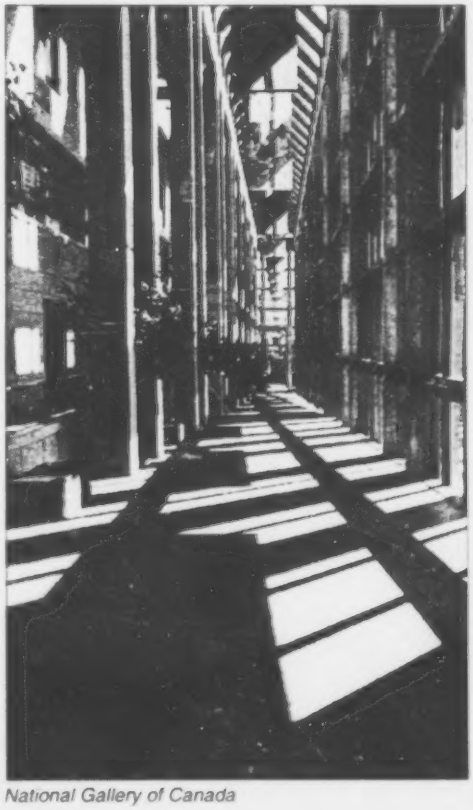
Context

One of the Capital's main functions is to act as a cultural showcase for the nation. This is achieved through the presence of national cultural institutions — the museums, galleries, National Archives and National Library, and National Arts Centre — and complementary events. These national cultural institutions display, protect and explain past, present and future natural phenomena and human achievements. They are also used to communicate social, cultural, political, scientific, technical or other knowledge through various media.

National Cultural Institution. The function of a national cultural institution (e.g., museum) is to display, protect and explain past, present and future national phenomena and human achievements. National cultural institutions are also used to communicate social, cultural, political, scientific, technical, or other knowledge through various media.

Opportunities and Issues

- Some national cultural institutions are neither highly visible nor easily reached by visitors to the Capital.
- National cultural institutions require unique location, site and infrastructure planning to support their programs. The management of tour buses is one high-profile example of the special needs of national cultural institutions.
- National cultural institutions, under increasing pressure to minimise subsidies, use a variety of methods to attract visitors.
- Federal government funds for the construction of new national museums and galleries are limited. However, over the life of this Plan, the structures housing some national cultural institutions will become obsolete and require rehabilitation or replacement.
- While several national cultural institutions display and interpret Aboriginal artifacts, there is no building or interpretation centre in the Capital that is solely dedicated to Aboriginal peoples, where their traditions, beliefs and contribution to Canada's development could be shared.

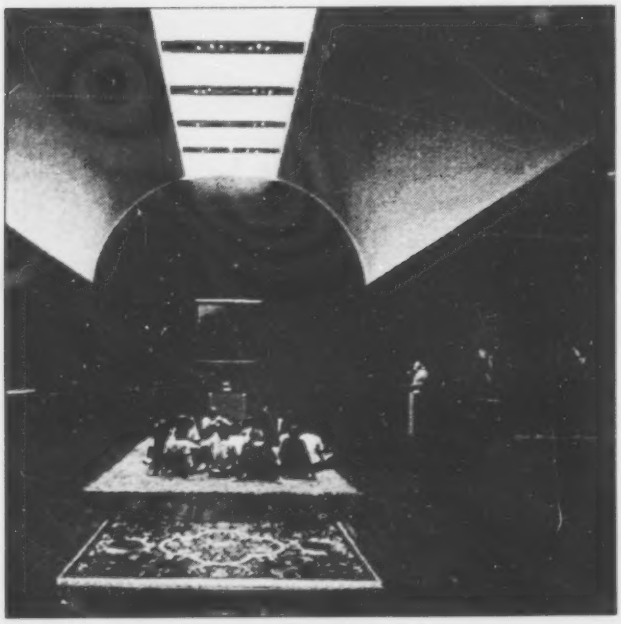


National Gallery of Canada

Policies

- Locate, as opportunities arise, national cultural institutions in highly visible and accessible locations on or adjacent to Confederation Boulevard, the parkway network, and regional roads served by public transit (in this order of priority).
- Design and carry out events or other public programming in a manner appropriate to the location and significance of the national cultural institution.
- Enhance access to national cultural institutions through a diversified transportation system (see margin note) and visitor orientation system (e.g., wayfinding symbols, maps), especially for those institutions in the Core Area that are removed from Confederation Boulevard, and in non-Core Area locations.
- Work in cooperation with national cultural institutions, along with local and regional governments, to create a tour bus management strategy.
- Achieve a level of quality in urban design, architecture and site planning of national cultural institutions that is appropriate to the location, function and stature of the facility.
- Work in cooperation with Canada's Aboriginal peoples to identify a site in the Capital appropriate for an interpretation venue that complements interpretation and programming carried out in national cultural institutions.

A diversified transportation system includes the following:
- ***parkways***
- ***recreational pathways***
- ***regional roads***
- ***provincial highways***
- ***public transportation***
- ***parking, and***
- ***all weather pedestrian linkages.***



5.1.5 Official Residences of Canada

Goal

Official residences that provide accommodation appropriate to our country's most senior public officials.

Context

In most countries, official residences are provided to key political leaders. The specific number and location of official residences vary considerably and as such are not always found within a country's capital cities.

In Canada, the number of official residences is small and they are concentrated within the National Capital Region. Canada also has the Governor General's second official residence in Québec City. The residences and their grounds support both the public and private lives of the occupants and offer official visitors to Canada an opportunity to enjoy Canada's hospitality and cultural diversity.

With nearly 400 years of history, the Office of the Governor General is Canada's oldest continuing institution.

The six official residences in the National Capital Region are: Rideau Hall (the Governor General); 24 Sussex Drive and Harrington Lake (the Prime Minister); Stornoway (the Leader of the Official Opposition in the House of Commons); The Farm at Kingsmere (home to the Speaker of the House of Commons); and 7 Rideau Gate, Canada's Guest House (for foreign guests to Canada).

Opportunities and Issues

- All of the official residences are designated as Federal Heritage Properties, with four of the six dating back to the 19th century. Rideau Hall is designated a National Historic Site. The primary challenge facing the federal government for these properties is to balance heritage considerations with the requirements of creating a healthy, safe and functional environment.
- In addition to the grounds and buildings, the contents of the residences are considered both individually and collectively as national treasures.
- Rideau Hall offers thousands of visitors extensive opportunities to experience the grounds and the main building's interiors.
- The life-cycle management of these heritage properties is key to their continued utility for future generations.
- Maintaining public and security objectives will vary with individual sites.

24 Sussex Drive, residence of the Prime Minister

Policies

- Maintain the portfolio of official residences through an efficient life-cycle maintenance program.
- Balance public, private, and security objectives of the official residences.
- Manage the portfolio of official residences in a manner that offers visitors an example of Canadian life today as well as of Canada's vast cultural heritage.
- Prepare plans for each official residence to ensure a level of quality in the planning, architecture, cultural resource management, and landscape design that is appropriate to the stature and function of each residence.

Mackenzie King Estate

Harrington Lake (Prime Minister's summer residence)

Rideau Hall (the Governor General's residence)

5.1.6 Diplomatic Missions and International Non-governmental Organisations

Goal

Diplomatic missions and international non-governmental organisations whose symbolic role, physical presence and accessibility is enhanced.

Context

The presence of foreign embassies and diplomatic missions is another attraction for visitors to the Capital. The Capital currently hosts more than 100 foreign delegations from countries with which Canada maintains diplomatic relations. Most diplomatic missions maintain both a chancery and a residence. Diplomatic missions may be situated anywhere in the National Capital Region, on either side of the Ottawa River. Many countries rent space for their chanceries in commercial office buildings located throughout the region.

***Diplomatic Missions.** These are the accredited representatives of foreign states. Most diplomatic missions maintain both a chancery and a residence. A chancery is the main business office of a delegation, while a residence is the official residence of the Head of the diplomatic mission.*

International organisations, such as the European Community and United Nations agencies, have important connections with federal departments such as Foreign Affairs and International Trade. Diplomatic missions and international organisations make a significant contribution to the image of the Capital, and represent an important facet of Canada's role on the world stage.

United States Embassy

Opportunities and Issues

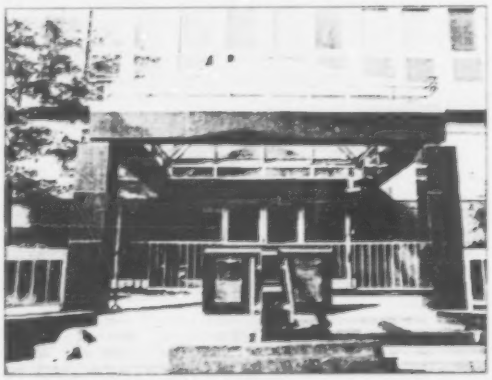
- Canadians, and visitors to the Capital, are interested in learning more about Canada's roles in world affairs. The presence of the diplomatic community offers an opportunity to learn about life in other countries.
- The residences and chanceries of the diplomatic community are dispersed throughout the region. Consequently, their symbolism and role in the Capital are understated.
- Along Sussex Drive, there is an opportunity to capitalise upon the current and future presence of diplomatic missions, the presence of Canada's Department of Foreign Affairs and International Trade, and current NCC programming about Canada's role in the global community ('Canada and the World').
- International organisations (e.g., United Nations agencies) and some diplomatic missions lack a visual identity in the Capital because many are located in commercial office buildings in the Core Area.

***International Organisations.** This refers to public organisations within the meaning of the Privileges and Immunities (International Organisations) Act. It can also refer to an organisation established by treaty, or by some other form of international agreement.*

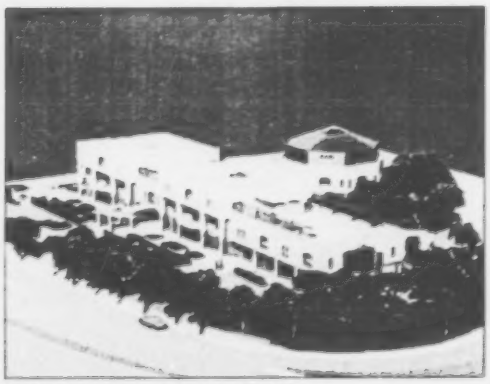
- Affordable and secure accommodation is increasingly important for diplomatic missions and international organisations, especially in the Core Area.

- Embassies and missions located in residential neighbourhoods can affect traffic and parking. Embassies can also provide a certain prestige to residential neighbourhoods.

Over 110 embassies or high commissions are located in the National Capital Region.



British High Commission



Model of the Saudi Arabian Embassy

Policies

- Acknowledge the right of diplomatic missions and international organisations to make autonomous location decisions on the basis of factors such as affordability, security and other considerations.

- Set aside federal lands on or adjacent to Confederation Boulevard (e.g., the International District along Sussex Drive) as the preferred locations for high-profile diplomatic missions and international organisations.

- Recognise Sussex Drive as the focal point for public programming that explains Canada's role in the international community, and as a formal diplomatic precinct in the Core Area.

- Encourage site-specific planning to deal with development and design issues and required municipal approvals for locations involving federal land.

- Encourage diplomatic missions and international organisations to create an accessible, visible 'public face' and interpretative program at their chanceries and offices for visitors to the Capital, consistent with their operational requirements and sensitive to effects on adjacent communities.

- Encourage municipal land use plans and zoning bylaws to recognise the unique contribution and special needs of the diplomatic community (e.g., special parking requirements).

5.2 Federal Office and Research Facilities

5.2.1 General Policies

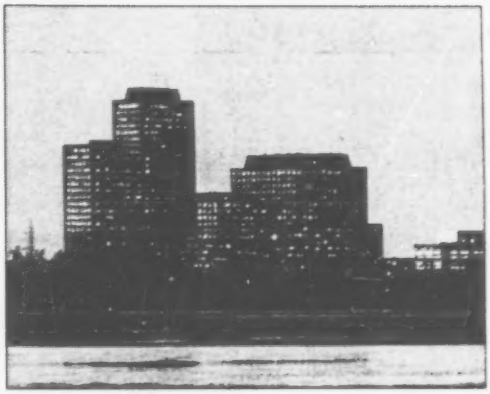
Goal

Federal accommodations that meet program needs, provide a healthy work environment, and whose location has regard for regional and local planning objectives.

Context

The federal government has long been the region's single largest employer, largest landowner and largest single tenant in leased office accommodations, especially in the Core Area. Since 1995, the federal government has extensively reorganised its operations. This process will result in fewer federal employees and, in some cases, the creation of new, more arms-length agencies to deliver services. The emergence of these new agencies, with their specialised accommodation needs, may make the coordination of federal land use and accommodation planning especially challenging. Bearing in mind the distribution of federal employees between Ontario and Quebec, the portion of the Core Area within Ottawa will remain a major focus of federal employment.

Continued fiscal restraint means that location decisions will reflect stringent cost-effectiveness criteria. The federal government will reduce its size and — to the extent possible — concentrate departmental staff in federally-owned office buildings. Whether space is Crown-owned or leased, other factors have become important and must be considered



Terrasses de la Chaudière

when meeting the demand for federal accommodations (or considering the life-span of federal buildings).

The federal government will require buildings able to support its activities. For example, offices built as recently as the 1980s may be technologically deficient or obsolescent. There will be a demand for work spaces with updated heating, ventilation and air conditioning (HVAC) systems, electrical systems and fibre optic wiring systems.

The size and nature of work spaces will change considerably. *Downsizing* and the advent of

Federal Accommodations policies are divided into three sections:

- ***Section 5.2.1 policies apply to federal accommodations at a general level.***
- ***Section 5.2.2 policies deal with federal accommodations in the Core Area of Ottawa-Hull.***
- ***Section 5.2.3 policies cover federal accommodations that are found outside of the Core Area, and include Federal Nodes such as Tunney's Pasture, Greenbelt sites, and such facilities as the National Archives in Gatineau.***

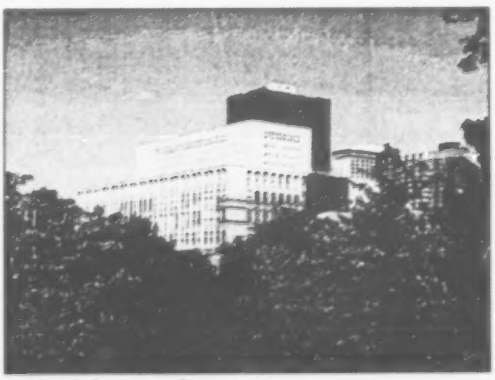
alternative work arrangements — such as telework and shared work spaces — reduce the need for space and require more flexible arrangements in building floor space.

Furthermore, the benefits of on-site services such as day-care, fitness facilities and restaurants are recognised as a means of saving time and enhancing personal productivity and quality of life.

Of the Capital's population of 29,283 in 1871, only 319 were civil servants.

Opportunities and Issues

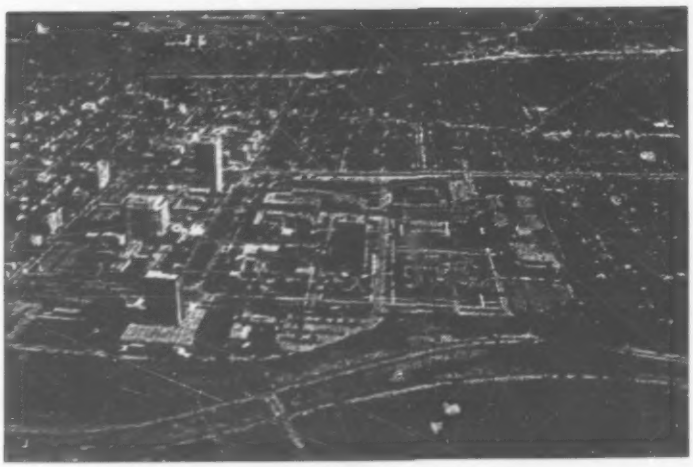
- After salaries, accommodation is the largest component of federal government administration costs.
- The spatial distribution of federal employees has important regional economic and symbolic roles. Since 1969, the government's policy guideline has been to locate approximately 75 percent of federal employees in the Ontario and 25 percent in the Outaouais portions of the National Capital Region.
- Within the life of this Plan, many federally-owned buildings will reach the end of their life-cycle, requiring decisions about potential retrofit, re-use, redevelopment or other options.
- Federal buildings or lands that may be vacated as the result of obsolescence could appear derelict and contrary to the green, vital image of the Capital. Previously developed sites may be contaminated and require remediation.
- Surplus federal lands and buildings could be redeveloped or re-used in a manner that supports national, regional or community economic development goals.
- There will be opportunities for federal departments to share accommodations with other departments and other complementary organisations (e.g., private or not-for-profit).
- There is an opportunity to enhance access to federal employment centres by making better use of regional public transit. Similarly, there is an opportunity to reduce demands on transportation systems because of changes in communications technology that may affect work behaviour and location (e.g., telework).
- Many federal office complexes lack on-site employee services and amenities.
- Many federal government office complexes lack visitor orientation facilities, thereby missing the opportunity to communicate their mandates and achievements to visitors.
- Federal buildings and grounds generally lack public art, sufficient identification or interpretation materials.



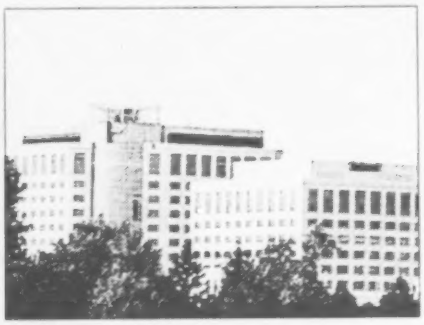
National Archives, Ottawa

Policies

- Accommodate 75% of federal employment in the Ontario portion of the National Capital Region and 25% in the Quebec portion, subject to the regular review of permitted variations that achieve best value and operational flexibility.
- Locate federal agencies and departments (particularly headquarters functions) in the Core Area as a first priority, unless inappropriate due to departmental requirements.
- As a second priority, locate federal agencies in federal nodes, followed by employment centres or transit nodes identified by local and regional government plans (e.g., Tunney's Pasture, Confederation Heights).
- In all other cases, locate federal employees in proximity to public transit services, and by exception in areas without such services (e.g., locations that meet special operational needs).
- Locate federal agencies and departments, as well as other organisations with compatible activities, in Crown-owned buildings where common services can be shared.
- Explore opportunities for adaptive re-use or retrofit of federal buildings to accommodate federal employees before considering new construction elsewhere, while demonstrating regard for building character and any heritage characteristics.
- Redevelop or adapt previously developed federal lands before considering the use of undeveloped lands to meet federal accommodations needs, where possible.
- Encourage development and redevelopment concepts for federal employment areas that support alternatives to the use of personal automobiles, demonstrate a preference for travel demand management measures, and support public transit, cycling, and pedestrian access.
- Promote alternative work arrangements in the allocation and accommodation of federal employees in the Capital (e.g., telework).
- Locate federal employees in office and research facilities that are energy efficient, and feature modern and flexible HVAC, electrical, telecommunications, and infrastructure such as resource reduction (e.g., recycling).
- Ensure that the function, scale, and design of federal buildings and services are properly integrated with adjacent community land uses and services (e.g., retail and commercial services, and recreational infrastructure).
- Encourage the use of informative signage, appropriate landscape treatments, and public art at buildings owned or leased by the federal government, especially in areas of high visitor exposure (e.g., the Core Area).



Tunney's Pasture



Confederation Heights

Policies (continued)

- Encourage departments to provide a 'public face' (e.g., visitor centre and public programming, related commemorations) on-site to explain their mandates and activities.
- Apply standards of urban design, signage, architecture and landscape treatments to federal buildings and lands that are appropriate to their location, visibility and role.
- Consider issues such as the symbolism of building location, heritage status, use, community stability, demands on urban infrastructure and effects on the natural environment.
- Designate land outside urban areas to accommodate those federal installations that require specialised locations for isolation, buffering, or other needs (e.g., CANMET laboratories in the Greenbelt).
- Develop or redevelop lands that have low rather than high ecological value when considering the future role of surplus federal lands.
- Redevelop surplus federal lands or buildings in a manner that meets federal government needs and complements regional and local government objectives (e.g., urban intensification, mixed land uses, regional economic development).
- Promote, where appropriate, the incorporation of additional land uses within federal office complexes which provide on-site services to enhance the quality of life for employees.

5.2.2 The Core Area: Federal Accommodations

Goal

A Core Area in which the federal government maintains a significant physical and employee presence.

Context

The federal government is the largest single property owner and consumer of commercial office space in the National Capital Region. Location decisions made by the federal government therefore significantly affect the use of public transit systems, traffic flows, commercial and retail activity, and building vacancy rates.

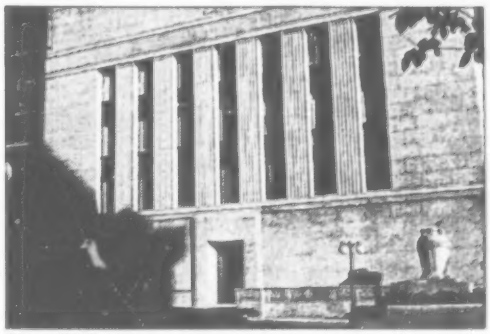
The Core Area is a sub-area of the Central Capital identified on the Capital Core Area-Concept 2050, *after page 86.*

The federal government's presence is a major contributor to a healthy Core Area for both Ottawa and Hull — the traditional location of most federal office workers.

Opportunities and Issues

- A significant number of federal employees work in non-Core Areas throughout the region. This distribution of employees can impede ease of access to departments by visitors, and can contribute to the inefficient use of Core Area municipal infrastructure (e.g., regional public transit).

- The federal government intends to continue to use a mix of leased and crown-owned accommodation in the National Capital Region. Any change in this mix could affect the Core Area of Ottawa, where much of the federal government's leased space is located.



Bank of Canada

- The Core Area is the location for the majority of national cultural and political institutions, and is the primary destination for visitors to Canada's Capital. An opportunity exists for departments to communicate their mandates and activities through initiatives such as an on-site departmental interpretation centre.

Policies

- Consider the Core Area as the preferred location for the majority of federal office employees based in the National Capital Region.

- Locate, to the extent practicable, the headquarters functions of departments and agencies with national or international significance within the Core Area.

- Locate different federal departments in shared accommodations (co-location) where opportunities arise.

- Encourage departments to enhance their 'public face' through on-site information, landscaping, art, and other means that help communicate their mandates and activities.

5.2.3 Non-Core Areas: Federal Accommodations

Goal

Federal employment nodes and facilities that meet the program needs of federal departments, and whose functions and character are compatible with adjacent communities.

Context

Nearly 50 years ago, the Gréber Plan advocated decentralised employment nodes as a means of alleviating downtown congestion and shortening commuter distances between home and work. Decentralisation was also seen as a means of consolidating federal functions and reducing the scattered pattern of temporary war-time buildings.

In 1957, the federal government undertook an extensive construction program to accommodate a rapidly growing public service. In the years that followed, federal employment nodes were established in non-Core Area locations such as Tunney's Pasture, Confederation Heights, Booth Street, Montréal Road and other sites. Most of these nodes are recognised in local and regional plans as employment centres, and are connected to the Core Area via parkways and public transit.

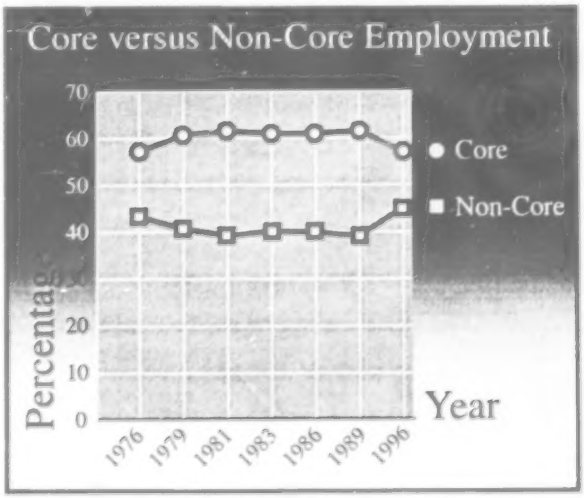
A number of smaller facilities have also been built, including a number in the Greenbelt such as National Resources Canada's Geomagnetic Laboratory and Communications Canada's Shirley's Bay Research Centre. More recently, the National Archives building in Gatineau and the Canadian Museum of Nature's facility in Aylmer have been constructed.

Significant trends in both federal accommodation demand and office space supply may require adaptation of building use and infrastructure. These trends include the following: declining size of the federal public service, major changes in the employment status of federal government employees, physical changes to the workplace, devolution of federal responsibilities to other levels of government, and decentralisation of federal staff to other regions in Canada.

Confederation Heights

The Ottawa Magnetic Observatory — located immediately north of Mer Bleue in the Greenbelt — monitors continuous fluctuations in the Earth's magnetic fields, and is part of an international research consortium called INTERMAGNET.

Located in the Communications Research Centre in the Greenbelt, the David Florida Laboratory is Canada's national facility for spacecraft assembly, integrating and testing.



Opportunities and Issues

- Some federally-owned office buildings in various nodes will become obsolete and will need repairs and retrofits.

- Older buildings constructed during the 1950s and 1960s may not meet the work-place standards of the future.

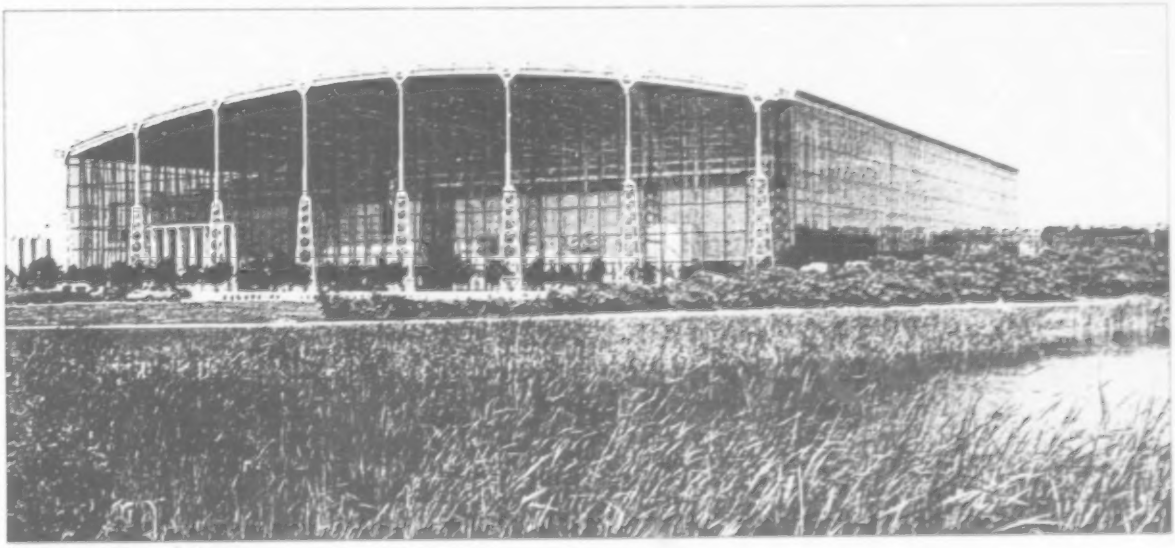
- There is often a lack of consumer services and facilities in federal nodes for federal government employees (e.g., food outlets, banking). Many nodes need to be made more "livable" for federal employees.

- Some federal nodes and facilities are difficult to service by regional transit (e.g., the National Research Council and Canada Mortgage and Housing Corporation node on Montréal Road), and may not be compatible with local or regional long-term transit planning objectives (e.g., transitway routes) or regional employment centre policies.

- Traffic congestion and parking spill-over by federal employees can occur in adjacent neighbourhoods.

Federal Node. *Large campus-style complexes located outside the Core Area that accommodate federal institutions, including those of more than one department. The density and intensity of development in a federal node depends on the program needs of its resident departments, and includes a range of employee services.*

Federal Facility. *A smaller cluster of buildings outside of the Core Area usually associated with a single department for specialized needs. In some cases, isolation and buffering may be required to accommodate operational needs. The range of employee services is usually limited.*



National Archives, Gatineau

Policies

- Locate federal departments and agencies with special program requirements (e.g., research and development, security) in non-Core Area sites (e.g., federal nodes) that meet their respective operating needs.
- Classify non-core accommodations into federal nodes and federal facilities, as shown on the *Urban Capital-Concept 2050* after page 86, and as defined in the margin notes on page 75.
- Intensify accommodation development in existing federal nodes (e.g., Tunney's Pasture, Confederation Heights, Montréal Road) before creating new nodes or dispersing federal accommodation wherever possible.
- Encourage a comprehensive and consultative approach to the planning, real asset management and development of federal nodes and facilities.
- Maintain a high level of quality in urban design, architecture and landscaping appropriate to the node or facility and its location.
- Locate employees in federal nodes that are close to (e.g., within walking distance) regional public transit stations or bus stops wherever possible.
- Integrate commercial, private/public sector research and development, institutional and/or residential forms of development that complement existing land uses in federal nodes wherever possible.
- Locate consumer services such as restaurants, banking facilities, day-care, recreation and fitness complexes in federal employment nodes wherever possible.
- Encourage a 'public face' that explains the site program of a node or facility.
- Plan and design federal facility development located in the Greenbelt to respect the Greenbelt's rural character.
- Endeavour to work with regional authorities to identify ways to increase the share of transit at nodes and facilities not currently well-served by transit.[40]

[40] This policy does not imply financial support from the federal government.

Capital Links

6

Introduction

These policies concern access to the Capital and accessibility within the Capital. There are two types of Capital Links. One comprises Capital Arrivals and Scenic Entries, extending in from the edges of the National Capital Region, including the major rail, bus and air terminals that serve the Capital. A second set of Capital Links comprises elements of the region's transportation system. This includes inter-provincial bridges, Capital parkways and the Capital pathway system.

Capital Links are defined as those assets or infrastructure which facilitate access to, or within, the National Capital Region. Examples of links include roads, rail lines, waterways, air travel, recreational pathways, and bridges.

The federal government recognises that safe, attractive, effective and efficient transportation is integral to the future evolution of the Capital. The spine of the Capital network is formed by parkways owned by the federal government. The primary objective of these parkways is to provide access to, and between, Capital institutions, attractions, scenic areas, parks and federal accommodations.

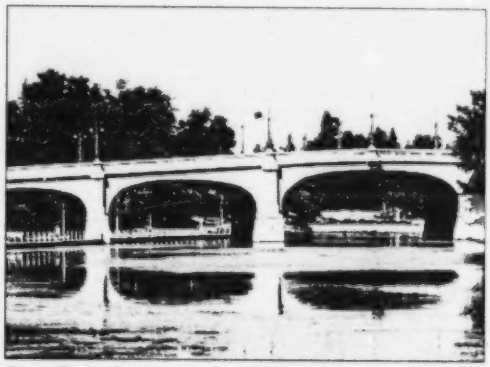
Some federal transportation infrastructure has been used to help meet regional transportation needs (e.g., some parkway segments for transit purposes, recreational pathways). This allowance has been by exception and special agreement with regional transit agencies, where the regional transportation function does not jeopardise primary federal objectives.

Links extending in from the edges of the National Capital Region comprise:

- Capital Arrivals and Scenic Entries; and
- Inter-provincial Access.

Links within the National Capital Region include:

- the Capital Parkway Network; and
- the Capital Pathway Network.



Bank Street Bridge over the Rideau Canal

6.1 Capital Arrivals and Scenic Entries

Goal

Transportation links to the Capital that create a sense of arrival to the Capital and meet the needs of visitors for information, orientation and services.

Context

The National Capital Region's arrivals play a key role in influencing the visitor's perception of the Capital. The Capital is accessible by highway, rail, air and water (e.g. along the historic Rideau Canal). Capital Arrivals denote major routes to and from the Capital within the National Capital Region. Capital Arrivals are also key points of arrival, including the train and bus stations, the Ottawa Macdonald-Cartier International Airport (including the main terminal and the Canada Reception Centre), certain Rideau Canal lockstations, and the Capital InfoCentre.

Capital Arrivals influence visitors' perceptions of the region and, indeed, of the nation. They are the visitor's first point of contact with the Capital, and are therefore significant in terms of image creation and communication of the Capital. Arrival corridors and terminals should therefore be well designed and serve to orient visitors to the region through proper landscaping, signage and related facilities.

Scenic entries are complementary routes, found mostly in the built-up areas, that offer a scenic and alternative access to the core of the Capital. These scenic routes are generally under the jurisdiction of regional governments, and can also connect to the Capital Parkway network.

Ottawa Macdonald-Cartier International Airport

Opportunities and Issues

- Key Capital Arrivals such as the Ottawa Macdonald-Cartier International Airport, the train and inter-city bus stations, and certain lockstations along the Rideau Canal are key points of first impressions and information on the Capital.

- The amount of visitor orientation at key Capital Arrivals could be improved.

- Many arrivals are owned or managed by other governments, or the operation of the facility has been commercialised (e.g., the Ottawa Macdonald-Cartier International Airport is now managed by a local airport authority). This highlights the need for co-operation among agencies.

- Major provincial highways and roads could, with proper design, signage and landscaping treatments, play a significant role as Capital Arrivals (e.g., Highway A50 in the Outaouais, and Highway 416 in Ontario) in addition to their basic transport

***Scenic Entry.** A provincial or arterial road that offers a scenic alternative to Capital Arrivals. These roads generally allow some private access, but pass through areas of scenic value such as river or open space corridors and feature higher standards of landscaping and design than conventional regional roads.*

functions. For example, the treatment of the new Highway 416 arrival in the Greenbelt should set a standard for the rest of the National Capital Region.

- The major Capital arrivals (e.g., Ottawa Macdonald-Cartier International Airport) and corridors (e.g., Highways 416, 417, the Airport Parkway, inter-city rail corridors, and McConnell/Laramée) are controlled by non-federal agencies with different interests and requirements.

- The Capital role of Arrivals and Scenic Entries is more important than issues of ownership. For example, the arrival role of the Airport Parkway needs to be maintained despite its divestiture to the regional government.

- Two scenic entries await completion on the Québec side: the Voyageur corridor in Aylmer and the Draveur corridor in Gatineau.

Ottawa Train Station

Policies

- Continue to support the improvement of air, rail, water and highway access for visitors to the Capital.

- Provide informative and high-quality signage, protect scenic views and natural elements, and feature enhanced landscape quality and sensitive lighting at Capital Arrivals on and adjacent to federal lands.

- Work with other jurisdictions to create quality visitor orientation signage, tourist information facilities, interactive displays, orientation materials or other media that communicate the "Capital experience" at high-profile, high-volume arrivals (e.g., Ottawa Macdonald-Cartier International Airport, train and inter-city bus stations, selected Rideau Canal lockstations, intersections of provincial highways).

- Work with other jurisdictions to achieve consistency and high-quality design standards worthy of a national Capital at Capital Arrivals (e.g., the Airport Parkway, key provincial highways and regional roads, Rideau Canal lockstations).

- Encourage policies of other jurisdictions that enhance the visitor experience of Scenic Entries through pleasing landscaping, street furniture and lookouts, signage and other relevant attributes which respect the primary function of the road (e.g., Riverside Drive, Draveur corridor).

- Co-operate with other levels of government in the design and development of future scenic entries (e.g., the proposed Draveur and Voyageur corridors).

6.2 Inter-provincial Access

Goal

Inter-provincial crossings that facilitate the movement of people and goods between the Ontario and Québec parts of the National Capital Region.

Context

The National Capital Region is a single economic entity that encompasses communities in both Ontario and Québec. The regional and provincial highway systems, along with the bridges that cross the Ottawa and other rivers in the National Capital Region, are critical links in the region's transportation and economic system.

Most transportation infrastructure falls under the control of provincial or regional governments or is managed by the private sector (e.g., the local airport authority at the Ottawa Macdonald-Cartier International Airport). For historical and legal reasons, the federal government owns and manages key cross-river bridges in the region, and has contributed to the construction of regional-scale roads (e.g., the Québec Road Agreement and the Queensway section of Highway 417).

Inter-provincial access in the region is achieved by means of five federally-owned bridges spanning the Ottawa River. A rail bridge also spans the river at Lemieux Island.

Opportunities and Issues

- Inter-provincial crossings (e.g., existing bridges) play an important symbolic and functional role as physical links between Ottawa-Carleton and the Outaouais.
- The Alexandra ("Inter-Provincial") and Portage bridges are key elements of Confederation Boulevard and support Capital events in the Core Area.
- Inter-provincial bridges are congested with peak-period traffic (with the exception of the Macdonald-Cartier Bridge), while some older bridges have major structural problems (e.g., Champlain Bridge) or significant heritage or historical value (e.g., Alexandra Bridge, CP rail bridge).
- Projections of regional economic and population growth indicate that a new Ottawa River crossing will be required by 2011 as the capacity of existing inter-provincial bridges is exceeded.
- The location and design of future river crossings and their approaches can affect adjacent residential communities, and the location and form of urban development generally.
- Bicycling, walking and public transit are increasingly important travel choices that are not well accommodated on existing inter-provincial bridges.

Policies

- Co-operate with provincial, regional and local governments to monitor and evaluate the performance of various travel demand management measures (e.g., staggered work hours, telework) to determine the need and timing for future inter-provincial crossings.
- Co-operate with provincial, regional and local governments and the private sector to promote measures to reduce the demand for inter-provincial and regional travel while recognising political, social and economic considerations.
- Continue to co-operate with other levels of government and the private sector to reach a consensus regarding the most appropriate corridors for the possible implementation of new inter-provincial crossings in the long term.
- Consider, with other jurisdictions, the need for a transportation authority to manage future river crossings.
- Design inter-provincial crossings (including rehabilitated bridges) to accommodate cyclists and pedestrians to the greatest extent possible, and where appropriate and feasible, public transit and high-occupancy vehicles.
- Continue to protect federal lands for the possible implementation of a new inter-provincial crossing in the long term (beyond 2011).
- Work with all interested parties to minimise the environmental effects of future river crossings on adjacent areas.
- Consider the possibility of water links, in co-operation with regional governments and private interests, where feasible and appropriate.
- Amend this plan as a result of any inter-agency agreements to pursue an inter-provincial crossing strategy.

Champlain Bridge

Alexandra Bridge, completed 1901

6.3 Capital Parkway Network

Goal

A parkway network that facilitates safe, scenic and efficient road access to Capital settings and destinations.

Context

Parkways communicate the green quality and image of the Capital. They provide motorised access to Capital destinations (visitor destinations and federal offices) in Ottawa-Carleton and the Outaouais. Occasionally, Parkways are venues for public events and celebrations (e.g., Winterlude).

Today, portions of Capital parkways provide key links in the regional transportation and transitway system (e.g., Ottawa River Parkway). Parkways also continue their historic role as recreational and leisure driveways for visitors and residents.

The arrival function of Parkways remains key to influencing the perception of visitors and to communicating the image and landscape of the Capital. The majority of Parkways are located in Ottawa-Carleton. The Gatineau, Champlain, and Fortune Parkways are located in Gatineau Park.

Gatineau Parkway

Rockcliffe Parkway

Opportunities and Issues

- Certain Parkway segments are heavily used by commuters and by regional public transit vehicles (e.g., the Ottawa River Parkway). While not the original role for the Parkways, the granting of access, as an exception, to regional public transit vehicles on some segments has reduced the need in the short to medium term to construct transitways in adjacent communities.

Capital Parkway. A limited or controlled access, scenic roadway that is designed, built and maintained to NCC parkway standards. It runs through land of distinctive scenic quality. It commonly consists of two lanes with minimum 60 m rights-of-way reserved for landscaping and open space.

- The approach to Parkway corridor management has changed over the years, with additional opportunities to shift from manicured landscapes toward naturalised landscapes.

Policies [41]

- Ensure that Capital Parkways continue to function primarily as key parts of the green image of the Capital and as a means of communicating the Capital to visitors.
- Use the Parkway Network as a key form of access to Capital destinations for visitors and federal employees (e.g., federal employment nodes) via Capital Parkways.
- Accommodate by special arrangement public transit service along segments of the Parkway Network to enhance visitor access to Capital destinations and settings, where appropriate and feasible.
- Encourage the maintenance of approved standards of design and landscaping for all Parkways.
- Ensure that orientation and temporary signage (i.e., limited to special events) in Parkway corridors is properly designed, informative, and relevant to and harmonious with the setting.
- Encourage compatible land uses and built forms alongside Parkway corridors that complement the parkway experience.
- Protect existing natural features in Parkway corridors (e.g., Valued Ecosystem Components) and where the landscape character and adjacent land uses permit, facilitate the naturalisation of Parkway corridors.
- Highlight parkway links extending from provincial and regional road networks (e.g., Aviation Parkway from Highway 417) as the preferred visitor approaches to Capital destinations (e.g., national cultural institutions, Core Area).
- Incorporate recreational pathways or lanes as part of repair or reconstruction programs along Parkway corridors to facilitate sustainable and alternative forms of transportation (e.g., walking as well as commuter and recreational cycling).
- Permit visitor supportive uses and ancillary facilities in appropriate locations along the Parkway Network with low environmental and community impacts.
- Maintain high quality limited access parkway and driveway corridors, free of commercial vehicles, that provide a unique, safe, and comfortable experience of the Capital for motorists and non-motorists. To do so, control the density, types and scale of vehicular traffic and, through standards of design, landscaping, and maintenance, ensure appropriate environments in terms of noise, air, and scenic qualities, views and vistas.

[41] The forthcoming Urban Area Master Plan will provide policies for specific sections of the Parkway Network.

6.4 Capital Pathway Network

Goal

A pathway network that provides safe, scenic and non-motorized access to Capital settings and destinations.

***Capital Pathways.** Capital pathways accommodate a variety of non-motorized recreational users, including cyclists, pedestrians, cross-country skiers, in-line skaters (without poles), joggers, and disabled individuals (NCC et al., 1994: iv).*

Context

The creation of an integrated network of recreational pathways for the National Capital Region has been part of the federal government's planning of the Capital since the 1950s. The Capital Pathway Network has a strong influence in structuring and communicating the landscape of the region. The network comprises pathways along waterways and green corridors set within the urban and natural environment of the Capital. Its role is similar to that of the Parkway network because it provides links between visitor destinations and activity nodes throughout the region.

The Capital Pathway network has significant environmental, recreational and touristic value. It helps preserve natural resources and advances the principles of sustainable development. The network is a key element and asset of the Green Capital and helps to provide a symbolic link to Capital attractions along with destinations outside the National Capital Region. The network is also an excellent example of cooperation among federal, regional and municipal governments. In 1994, these partnerships produced a strategic development plan

(which was approved by the NCC and regional and local governments in the National Capital Region) entitled *Integrated Network of Recreational Pathways for the National Capital Region.*

Opportunities and Issues

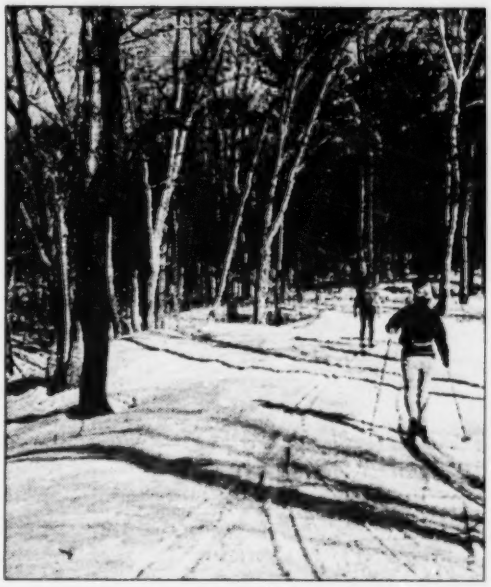
- There is an opportunity to link the Capital Pathway network with the evolving system of national trails (e.g., Trans-Canada Trail and other pathways), and with a proposed conceptual regional network of pathways.
- There are opportunities to communicate the significance of the Capital Pathway network as a key element of the Capital experience.
- Missing links in the Pathway system require completion to achieve a continuous, integrated pathway network.
- Recreational pathways are fairly uniform in appearance and function, but the use of some segments by commuter traffic has introduced multiple functions and potential user conflicts.

More could be offered in the way of compatible facilities to enhance the enjoyment of the experience (e.g., service facilities and rest areas, commercial facilities such as bicycle rentals and refreshment stands).

- While an integrated system of directional and orientation signage has been installed on pathways owned and managed by the NCC, a continuing commitment is required to complete the task on pathways of other jurisdictions.

- Many pathways are located in remote areas, are not lit, or are screened by vegetation.

- Pathways are often located within, and span, areas that have played significant roles within the development of the region. There is a need for more extensive interpretation of the Capital, using the pathway network and adjacent lands (e.g., archaeology, natural resources, waterways).



- While many existing pathways have been rehabilitated to new standards, a continuing commitment is required to complete the task (e.g., pathway width).

- There are opportunities to naturalise many segments of the pathway network, thereby protecting environmental integrity and reducing maintenance costs.

- The majority of recreational pathways are maintained and used only during spring, summer and fall. Winter use of selected corridors needs to be explored in relation to access to Capital destinations and features.

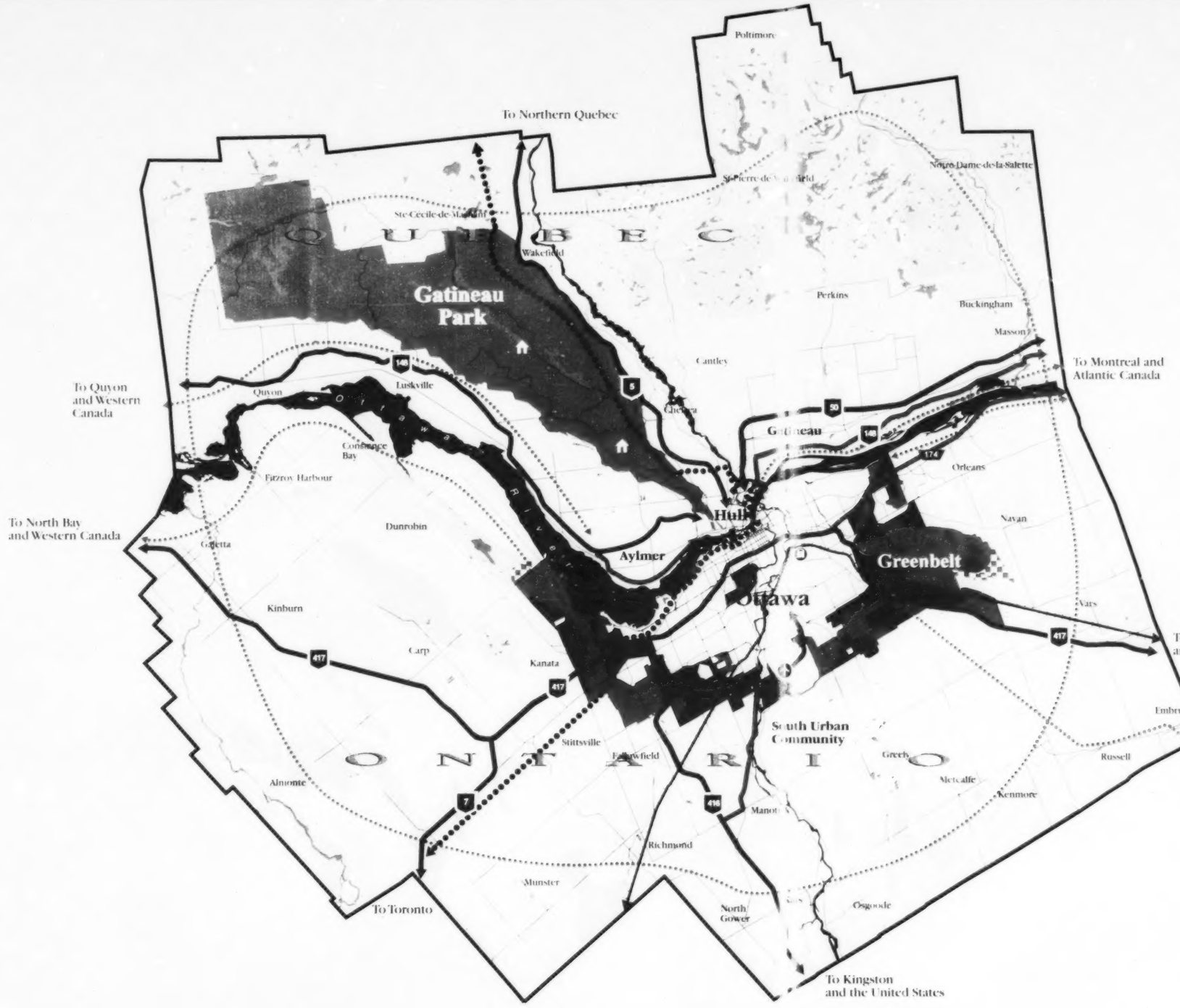
Policies

- Continue to cooperate with local and regional governments to plan, implement and manage an integrated network of recreational pathways that complements a separate commuter network managed by other levels of government.
- Connect the Capital Pathway Network with other networks that link the Capital to the rest of Canada (e.g., Trans-Canada Trail, Route Verte), and with a proposed conceptual regional network.
- Provide continuous green links between the Greenbelt, Gatineau Park, the Core Area and other Capital destinations (e.g., natural cultural institutions, federal employment nodes, Capital urban green spaces/parks), and ensure the protection of open space corridors required to achieve these links.
- Continue efforts to enhance and upgrade existing Pathways to new design and safety standards (e.g., standard width, universal accessibility).
- Facilitate the naturalisation of Pathway corridors, where the landscape character and adjacent land uses permit.
- Develop and implement interpretation infrastructure, including a uniform and integrated signage/wayfinding system throughout the network in order to create visitor circuits and link major destinations along Pathways.
- Identify and manage segments of the Capital Pathway network for all-season use (e.g., cross-country skiing in winter) in relation to access to Capital destinations and features.
- Permit and encourage land uses and ancillary facilities in appropriate locations along the Pathways (e.g., restaurants, bicycle rentals, rest areas and washrooms) that involve low environmental impacts and considerable community benefits.
- Promote, in conjunction with other jurisdictions, the extension and integration of all recreational pathway networks in the National Capital Region, and encourage the linkage of visitor attractions throughout the Greenbelt, Gatineau Park and rural areas around the Capital.
- Ensure the protection of Capital Pathway corridors within surplus federal lands.
- Co-operate with other levels of government and local communities to preserve existing, abandoned, or underused transportation corridors (e.g., surplus rail lines) as potential corridors for transit, recreational pathways, other transportation modes, or utilities — where feasible, with priority on recreational pathway use where overlap with the Capital Pathway network exists.

Entrance to Gatineau Park

National Capital Region

Concept 2050



Federal Policy Areas

- Natural Heritage Area
- Natural Heritage Area Addition
- Rural Land
- Waterway and Shore Land
- Official Residence
- Capital Arrival
- Scenic Entry
- Trans-Canada Trail

Regional Policy Areas

- Environmental Protection
- Agricultural Conservation
- Urban
- Village
- Conceptual Regional Pathway Network

Context

- Water
- General Rural
- National Capital Region
- Highway

Map for conceptual purposes only

0 5 10 15 km

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NOTE: For details in the urban area, please refer to the *Urban Capital* and *Capital Core Area* maps.

For areas designated "General Rural" in the Greenbelt, please refer to the *Urban Capital* map.

Urban Capital

Concept 2050

Federal Policy Areas

- Natural Heritage Area
- Natural Heritage Area Addition
- Rural Land
- Capital Urban Green Space
- Capital Park
- Waterway and Shore Land
- Federal Node
- Federal Facility
- National Cultural Institution
- Capital Arrival
- Scenic Entry
- Capital Parkway
- Capital Pathway
- Proposed Capital Pathway
- Trans-Canada Trail
- Confederation Boulevard

Regional Policy Areas

- General Urban Area / Residential
- Employment / Institutional
- Regional Natural Area
- Major Open Space / Recreation
- Agricultural Conservation

Context

- Water
- Provincial Highway
- Rural

Map for conceptual purposes only

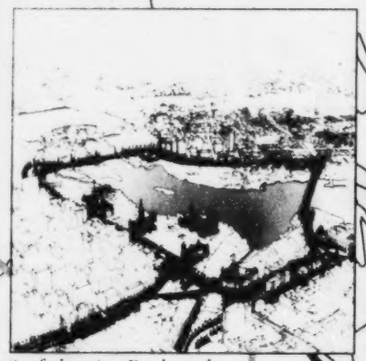
0 1 2 3 km

National Capital Commission / Commission de la capitale nationale

Capital Core Area

Concept 2050

Capital Core



Confederation Boulevard

LeBreton Flats

Wrightville

Gatineau Park

H U L L

Île de Hull

Jacques-Cartier Park

Chaudières Island

Victoria Island

Rideau Falls

New Edinburgh

Nepean Point

Byward Market

Lower Town

Sandy Hill

O T T A W A

Centretown

TRANSITWAY

Federal Policy Areas

- Natural Heritage Area
- Capital Urban Greenspace
- Capital Park
- Waterway and Shore Land
- Confederation Boulevard
- International District
- Parliamentary Precinct Area
- Official Residence
- National Cultural Institution
- Core Area Federal Accomodation
- Capital Core Area
- Capital Arrival
- Scenic Entry
- Capital Parkway
- Capital Pathway
- Proposed Capital Pathway
- Special Study Area

Regional Policy Areas

- Central Area
- General Urban Area
- Major Open Space

Context

- Landmark Building
- Provincial Highway
- Arterial Road

Map for conceptual purposes only

0 200 400 600 m

National Capital Commission / Commission de la capitale nationale

Plan Implementation

7

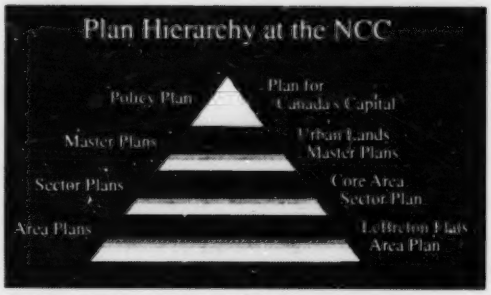
Introduction

The NCC will use this Plan in its role as the planning authority for federal lands in the National Capital Region, and as the guiding policy document for all land use decisions that it makes or influences. The Plan will also serve as a statement of federal land use intent for consideration by the other planning jurisdictions in the National Capital Region.

The success of this Plan will depend on the capability and commitment of the partners responsible for its implementation — that is, federal agencies and departments, other levels of government, and other potential contributors to Capital building. Extensive consultation with other interested parties is seen as an essential component of their implementation and includes a recognition of regional and municipal planning processes and public consultation.

Master, Sector and Area Plans

This Plan is regional in scope and strategic in nature. The designations shown on the maps are broad and conceptual. Specific guidance for individual parcels of land is available at the Master, Sector and Area Plan levels. By working within the parameters set by the *Plan for Canada's Capital*, existing and future Master, Sector or Area plans will provide detailed land use policy guidance for more specific areas.



The Plan Hierarchy at the NCC

Amendments

The policies and policy maps of this Plan will be subject to amendment. Other sections such as the Context or Opportunities and Issues will not require formal amendment. When a proposed land use cannot be supported by the existing provisions of the Plan, an evaluation will determine whether the proposal should proceed or whether the Plan should be amended to allow the proposal.

Proposed amendments may come from the NCC, from other federal agencies and departments, or from other interested parties. Any proposed amendment will be subject to a thorough review carried out under the NCC's Federal Land Use Approval process which, depending on the scale of the amendment, may include public consultations.

7.1 Land Use and Design Approvals

The day-to-day administration of requests to use federal lands in the Capital and the continuing implementation of the Plan will be conducted through the NCC's Federal Land Use, Design and Land Transaction processes. Proposals for the use of federal lands may come from within the NCC, from other federal departments and agencies, or from other interested parties such as municipalities, the private sector, not-for-profit agencies or individuals.

The Aqueduct (LeBreton Flats).

All proposals will be reviewed through the Federal Land Use and Design Approvals and Land Transaction processes for conformity with the policies of this Plan, as well as the objectives and policies of any applicable Master, Sector or Area Plan.

Federal Land Use and Federal Design Approvals. These two types of approvals arise from the Commissions's regulatory responsibilities under Section 12(1) of the National Capital Act. One or both of these approvals may be needed for a particular project.

Federal Land Use Approval. Federal land use review examines the specific land use implications of a project and its conformity with existing plans and policies such as the Plan for Canada's Capital, the project's impacts on existing site conditions, and the project's relationship to and impact on the surrounding land uses and ownership. As a result, federal land use approval is usually granted before specific designs are prepared or approved.

Federal Design Approval. Federal design review is primarily concerned with the layout, design or site development of the project, its inherent significance, and how it fits into and contributes to the Capital context. It is invariably granted after the Federal Land Use Approval. However, the NCC always follows an integrated and steamlined process and, wherever possible, will provide a joint land use and design approval.

Federal Land Transaction Approval. All proposals by departments and agencies of the federal government to dispose of, to acquire or to exchange land in the National Capital Region are reviewed in this process.

Building Confederation Boulevard on Elgin Street, 1999.

7.2 Monitoring and Evaluation

The goal of monitoring and evaluation is to ensure that the goals and policies of the Plan remain current, relevant and effective over time.

The *Plan for Canada's Capital* is a high-level, strategic land use plan. It provides key directions to decision makers. Other planning instruments such as Master, Sector or Area Plans present increasing levels of detail to implement the Plan's broad goals and policies.

These differences in roles require different approaches to monitoring and evaluation. The strategic nature of the Plan suggests that broad Opportunities and Issues should be tracked and their consequences analysed. The key is to ensure that the Plan's goals and policies remain sufficient to guide the progressively finer detail of Master, Sector and Area plans.

Characteristics

In this context, the monitoring and evaluation process should:

- be carried out on a cyclical basis
- be cost-effective (not require significant expenditures in studies or monitoring processes)
- make optimal use of existing studies or reports
- produce useful information for project managers and decision makers
- be time-effective
- be simple, relevant and easy to administer, and
- be strategic in scope and scale (with details left to Master, Sector or Area Plan monitoring and evaluation).

Monitoring Methods

Plan monitoring and evaluation is an essential component of land use planning. Monitoring and evaluation should be carried out on a continuing basis and should address the following:

- pay attention to specific sections or subsections and policy areas,
- review qualitative and quantitative information acquired and assessed,
- assess information via content analysis, discussions, media analysis, scenario-building, trend extrapolation, etc., and
- pay specific attention to exceptional issues or opportunities.

In this context, NCC staff should convene periodically to consider trends, patterns, and their implications concerning the integrity of the Plan's goals and policies. Plan amendment should be undertaken as required.

Other Federal Departments and Agencies

The *Plan for Canada's Capital* incorporates ideas and directions from federal real property agencies, as well as national cultural institutions. These agencies and institutions should be consulted regularly.

Information Sources

Participants in the monitoring and evaluation process should review, on a continuous basis, the following types of information in order to assess the currency of Plan directions:

- new, significant trends in the operating environment,
- changes in legislation (federal, provincial or municipal),

- creation of new policies (all governments),
- new Master, Sector or Area Plans,
- new studies, findings or reports,
- corporate plan statements (NCC and other agencies), and
- applications for changes to land use or design.

Strategic Environmental Assessment

Strategic Environmental Assessment (SEA) is an integral part of the continuing monitoring and evaluation process. During the Plan preparation phase, SEA ensured that the Plan incorporated sound environmental planning principles and policies. The key is to ensure that future changes to the Plan are based on up-to-date environmental goals, principles and practices. Accordingly, the monitoring requirements of the SEA should be integrated with those of the Plan.

A summary of the Strategic Environmental Assessment is provided in Appendix 1.

Products — Monitoring and Evaluation

This monitoring and evaluation process will produce the following products:

- a periodic Summary Report to the Executive Management Committee and advisory committees, which should contain the amendments, research and modifications, as required, to the Plan and to the SEA,
- updates to the Statistical Handbook every five years, linked to the Census, and
- updates to the Federal Employment Survey (every five years, to coincide with the Census and regional government database research).

These reports would be available for public distribution.

Comprehensive Review

The *Plan for Canada's Capital* should be analysed every five years, or as required, to determine the need for comprehensive review, based on the findings of the continuous monitoring and evaluation process. This assessment would help ensure that the Plan remains a current and effective policy instrument, given the cumulative changes that typically occur over such a period. The five-year cycle would also coincide with the review periods for the three regional government land use plans, thereby offering opportunities for harmonisation of planning policies. Both public consultation and environmental assessment would be an integral part of the comprehensive review of the Plan for Canada's Capital.

7.3 Land Status

The *Plan* applies to lands of Capital significance within the National Capital Region, the vast majority of which are owned by the federal government. However, some lands fall outside federal jurisdiction, while other federal lands currently in federal ownership are not included as lands of Capital significance in this plan. The following considerations will guide the federal government in dealing with both types of land.

Lands of Capital Significance Not in Federal Ownership

These lands serve important Capital functions, yet are owned and managed by others, including other levels of government (e.g., Capital Arrivals are often provincial highways or regional roads) or the private sector (e.g., E.B. Eddy lands in the core of Hull). In such cases, the following factors will aid the application of *Plan* policies to these lands:

- Consideration of National Interest Land Mass status (see the explanatory note on this page).
- Encouraging relevant regional and municipal jurisdictions to apply supportive official plan and zoning designations
- Possible acquisition (through purchase, land exchange, or other means), and
- Other formal land use and management controls, such as protective easements and management agreements.

Other Federal Lands

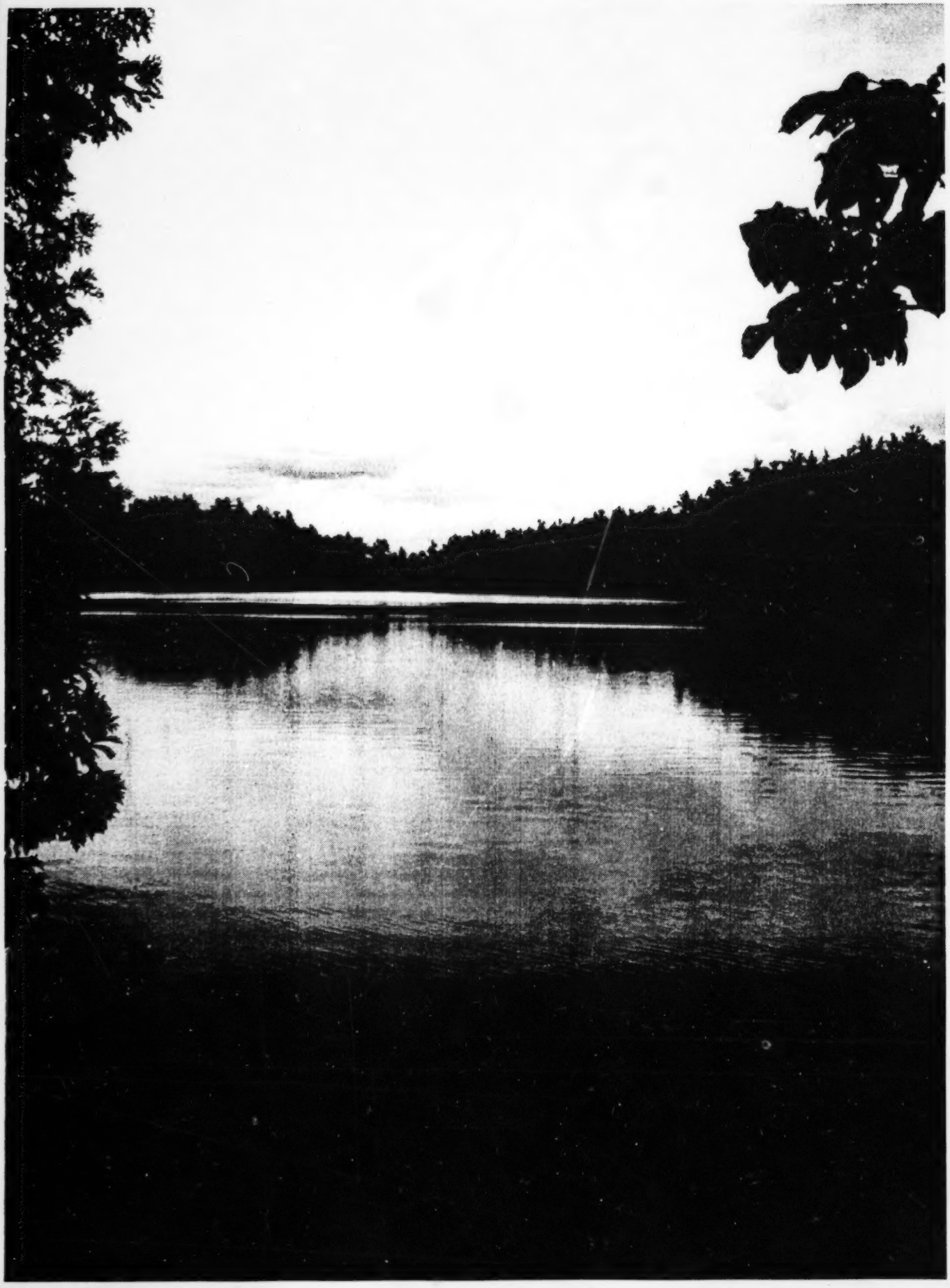
Some federal lands in the National Capital Region are not considered to be of Capital importance. These lands are not included in this plan and do not fall under the National Interest Land Mass. These lands will be subject to possible disposal, transfer of management, and/or development. Decisions concerning the future use of such lands will have regard for federal, provincial, and municipal considerations, including:

- maximise benefit to federal government objectives (e.g., further accomplishment of this plan, asset exchange with other governments, etc.)
- the presence of Valued Ecosystem Components
- corridors required to implement the Capital Pathway Network
- federal and NCC policies (e.g., Federal Policy on Wetland Conservation, environmental assessment, heritage, archeology), and
- regional and municipal planning policies and planning processes, including public consultations, where a change in land use is contemplated.

National Interest Land Mass (NILM). A key implementation vehicle for the 1999 Plan is the NILM. The NILM lands reflect the NCC's effort to focus its land ownership and management activities on those lands most supportive of the NCC's 1986 Mandate, whose basic tenets are to: use the Capital to communicate Canada to Canadians; make the Capital Canada's meeting place; and safeguard and preserve the Capital for future generations.

The existing (1988) NILM definition is the following:

The National Interest Land Mass is considered essential to the realisation of the Vision of the Capital. It generally consists of the following in the National Capital Region, national shrines such as Parliament Hill; the rivers and canal banks such as the Rideau Canal and Ottawa River; the ceremonial route encompassing Confederation Boulevard; Gatineau Park; the Greenbelt, and other properties owned by the federal government in the national interest. It should be noted that NILM lands may or may not be in federal ownership (e.g., the La Baie site in Gatineau). The NILM will be revised as part of the implementation of this Plan.



Appendix 1

Executive Summary of the Strategic Environmental Assessment (SEA) of the Plan

The *Plan for Canada's Capital* is a strategic regional prescription for the federal presence in the National Capital Region in two major respects. First, like previous National Capital Commission (NCC) plans for the National Capital Region, it presents the federal perspective on the types and amounts of real assets — land, parkways, buildings, parks, bridges, statuary — that the Government of Canada should own or make available to residents and visitors to the Capital. Second, it provides the federal vision concerning the prescribed uses and functions to be associated with federal assets, as well as other lands considered to be of Capital significance.

It is NCC policy to undertake a strategic environmental assessment (SEA) of all of its plans. Since the Initial Environmental Evaluation (IEE) process of the *Plan for Canada's Capital* was initiated in July 1994, it falls under the requirements of the federal Environmental Assessment and Review Process Guidelines Order (EARPGO). The IEE is supported by a SEA process that has three primary functions:

1. to bring environmental considerations directly into the planning process (e.g., through the minimisation of negative impacts or the provision for supplemental policy coverage concerning priority/scoped environmental issues),

2. to generate interim IEE documents to facilitate dialogue among interested parties and record environmental input into the planning process, and

3. to provide guidance/direction for plan- and site-specific (if applicable) environmental assessments that may be undertaken for future initiatives generated or guided by plan policies.

Details concerning the methodology and specific SEA results are provided in the comprehensive background reports entitled *Srategic Environmental Assessment of the Plan for Canada's Capital* and *Strategic Environmental Assessment Workbook*. The related IEE documentation reports on the following elements of the SEA:

- the context for the *Plan for Canada's Capital*
- the regulatory framework for the SEA of the Plan
- an introduction to the proposal
- the SEA framework, and
- the primary findings of the SEA.

The Plan consists of a regional vision, planning principles, and goals and policies related to specific federal interests. In the SEA, the environmental analysis begins by breaking the Plan down into its component planning principles and policies. The environmental implications of each planning principle and policy are then extended into space and time and assessed according to prioritised environmental issues, environmental planning objectives and cumulative effects criteria.

The primary findings of the most recent SEA exercise are organised into four categories:

- principle/policy additions
- principle/policy deletions
- principle/policy adjustments, and
- specific mitigation measures (to be

employed to minimise unavoidable environmental effects).

All planning principles and policies were assessed.

Since the Plan is strategic (i.e., more concerned with direction than detail), it is assumed that many site-specific environmental considerations will be dealt with at the Master, Sector, Area or Development Plan levels. Through this SEA, it was determined that the draft *Plan for Canada's Capital* meets the conditions of Section 12 c) of EARPGO.

Potentially adverse environmental effects that may be caused by the Plan are insignificant (i.e., minor or mitigable with known technology or policy adjustment) when considered individually and cumulatively. Moreover, many positive effects associated with the Plan will result, including the following:

1. consolidation of conservation efforts, visioning efforts and environmental planning efforts.

2. recognition of government downsizing, fiscal austerity, growth in the advanced technology sector and aging of the baby boom, and

3. facilitation of the integration of programming, realty and planning, inter-jurisdictional cooperation and planning, and the user-friendliness of planning products.

Appendix 2

Valued Ecosystem Components

The accompanying map highlights those areas on federal lands with environmental significance. These areas were identified by the *Environmental Priority Maps* project, undertaken by the NCC between 1993 and 1998. This project outlined significant valued ecosystem components on federal land or involving areas of federal jurisdiction. The project culminated in a series of maps contained in the report entitled *Sources for Environmental Priority Maps* (NCC, 1998).

The Appendix B map is a synthesis of several maps that comprise the report, including the following:

- Significant Trees, Wooded Areas and Forests
- Significant Wildlife Habitats and Rare and/or Endangered Species
- Significant Geological and Geomorphological Features
- Wetlands
- Hazard Lands, and
- Designated Natural Areas.

This map is to be used in conjunction with policies in the *Plan* that refer to Valued Ecosystem Components.

Environmental Synthesis

- Significant Physical Features: Hydrology and Geology
  (consisting of wetlands, significant geological and geomorphological features, floodplains, landslide areas and escarpments)
- Significant Biological Features: Flora and Fauna
  (consisting of significant trees, wooded areas and forests, rare and/or endangered flora and fauna and wildlife habitats)
- Federal Ownership
- Urban Lands Boundary
- Greenbelt Boundary
- Gatineau Park Boundary

Note:
In some areas, Significant Physical Features and Significant Biological Features may overlap.

Map for conceptual purposes only

0 1 2 3 4 Km

N

National Capital Commission / Commission de la capitale nationale

Appendix 3

Common Planning Principles

The shared planning principles developed jointly by the National Capital Commission, the Region of Ottawa-Carleton, the Communauté urbaine de l'Outaouais and the Municipalité régionale de comté des Collines-de-l'Outaouais were finalized in 1996. They are intended to guide and coordinate regional planning in the NCR, and include the following:

Common Planning Principles

The NCC, ROC, CUO and MRC des Collines-de-l'Outaouais are partners in the planning and development of the National Capital Region. They recognize that the economic, environmental and social impacts of planning decisions will be considered as part of the region's planning processes.

In carrying out their responsibilities, these planning agencies will be guided by seven planning principles. These principles must be considered as a whole, not separately, and will require interpretation and trade off in their application.

Environment: To safeguard and preserve the natural environment and architectural heritage.

Economy: To encourage the development of a strong, integrated and diverse economy which enhances the region's competitive position within the global economy.

Community Development: To improve the quality of life by fostering healthy communities and by facilitating the provision of services and facilities to meet the needs of current and future residents.

National Capital: To reinforce the symbolic and functional roles of the Capital as the seat of our national government, the home of national cultural institutions and the headquarters of federal government departments while fostering a more important presence on the international scene.

Capital Core: To maintain and enhance the core of Ottawa and Hull as a focus for economic, cultural and political activities in the NCR.

Efficiency: To manage development in a way that will make the most efficient use of land, infrastructure, and public services and facilities.

Transportation and Communication: To encourage affordable, accessible and integrated transportation and communication networks.

Glossary

Area of Natural and Scientific Interest (ANSI). Area of land or water identified by the Province of Ontario as representing distinctive elements of geological, ecological or species diversity and including natural landscapes or features of value for natural heritage protection, scientific study or education. Particular areas may be referred to as life science or earth science sites, depending on their features. These areas may vary in their level of significance and their vulnerability to environmental impacts.

Area Plan. An Area Plan is a land use plan, approved by the NCC's Executive Committee, that articulates specific development and management recommendations for a specific federal property, or set of properties. An Area Plan can identify the location of specific land uses, access and circulation, environmental features, types and intensity of development, land management, and visitor requirements. Where appropriate, an Area Plan establishes design guidelines for the development, improvement, protection or reinstatement of land, buildings, and structures. Area Plans also provide implementation strategies associated with specific proposals (NCC, 1999).

Biodiversity. The variety of life in all forms, levels, and combinations. It includes ecosystem and landscape diversity, species diversity, and genetic diversity (Miller, 1997).

Communauté urbaine de l'Outaouais (CUO). A municipal corporate body established by the Loi sur la Communauté urbaine de l'Outaouais. Its mandate is land use planning, the provision of potable water, sewage treatment, property assessment, property tax collection, and economic development. The CUO is composed of the municipalities of Hull, Gatineau, Aylmer, Buckingham and Masson.

Corridors. These are land corridors that provide the principal links among the Capital's open space lands. Radiating from the Core Area, these linear green spaces provide the basic vehicular and pedestrian connections among the Capital's parks, attractions and institutions. In some locations, the lands associated with the Capital parkways also accommodate Capital attractions, events and recreational facilities.

Development. The construction, erection or placement of a building or structure; activities such as site grading, excavation, removal of top soil or peat, and the placement and dumping of fill; and drainage works, except for the maintenance of existing municipal and agricultural drains.

Ecosystem. A community of different species interacting with one another and with the chemical and physical factors making up its nonliving environment (Miller, 1997).

Endangered Species. An endangered species is one facing imminent extirpation or extinction (COSEWIC, 1999).

Environment. The components of the Earth, including:

- land, water and air, including all layers of the atmosphere;
- all organic and inorganic matter and living organisms; and
- the interacting natural systems that include the above components (EAA,1997).

Environmental Effects. Environmental effects are changes that a proposal or initiative may cause in the environment, including any effect of such changes on health and socio-economic conditions, on physical and cultural heritage, on the current use of lands and resources for traditional purposes by Aboriginal people, or on any structure, site or thing that is of historical, archaeological, palaeontological or architectural significance (CEAA, 1997).

High-Profile Core Area Locations. Locations in the Core Area, as defined in the *Capital Core Area-Concept 2050*, and more particularly along Confederation Boulevard, in the northern part of LeBreton Flats, and potentially on the islands, that provide a high level of visibility, symbolism, and accessibility for visitors to the Capital, while meeting the functional needs of the organization.

Infill. The construction of small-scale housing units on vacant lots or underdeveloped lots in existing residential or commercial areas in a form compatible with the surrounding community.

Infrastructure. Physical structures that form the foundation for development. Infrastructure includes: sewage and water works, waste-management systems, electric power, communications, transit and transportation corridors and facilities (including bridges), as well as oil and gas pipelines and associated facilities (e.g., road or rail-based).

Intensification. (a) The development of a property or site at a higher density than previously existed. This may include: redevelopment or development within existing communities; infill development; or development on vacant lots or underdeveloped lots within a built-up area; or conversion, or change of use of an existing structure or land use; or the creation of apartments or other accommodation in houses; or (b) The creation of new dwelling units in existing buildings or on previously developed, serviced land and includes redevelopment and small-scale intensification.

Landmark. National Capital Symbols which are readily defined and visible at the site. Landmarks can be buildings, monuments or natural features (e.g., the National War Memorial, the Peace Tower, Chaudière Falls).

Land Use Planning. Using official plans or zoning bylaws to manage the development and use of land so that the municipality can grow and provide services that are necessary and still protect the environment.

Master Plan. A Master Plan is a land use plan, approved by the National Capital Commission, that develops in further detail the policy directions and strategies already expressed in the Plan for Canada's Capital. A Master Plan can provide broad development and land use objectives and policies, including a system for designating lands, lands uses, and visitor programming opportunities, for an extensive set of federal lands in the National Capital Region (e.g., the Greenbelt, Gatineau Park, and Urban Lands areas) (NCC, 1999).

Mixed Uses. A variety of uses in a building or community in proximity, including housing, recreational, commercial, institutional, industrial or other employment uses.

Municipalité régionale du comté (MRC) des Collines-de-l'Outaouais. A regional municipality created in 1991 following the dissolution of the Communauté régionale de l'Outaouais. The MRC is composed of the municipalities of Chelsea, Cantley, L'Ange-Gardien, Notre-

Dame-de-la-Salette, Pontiac, La Pêche and Val-des-Monts.

Official Plan. A policy document that contains the goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic and natural environment of the municipality. An official plan may contain a description of the measures and procedures for informing and obtaining the views of the public with respect to a proposed amendment to the official plan or zoning bylaw.

Policy Plan. A Policy Plan is a land use plan, approved by the National Capital Commission, that directs, through broad policies or strategies, the future development and management, and programming of all federal lands within the National Capital Region. The Plan for Canada's Capital (PFCC) is a Policy Plan. The Policy Plan's goals and policies are carried out, and refined, in Master and Sector Plans (NCC, 1999).

Protected Area. Defined by the IUCN (1994) as "an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means."

Public Realm. Publicly owned roads, sidewalks, rights-of-way, parks and other publicly accessible open spaces and portions of public and civic buildings and facilities.

Regional Element. National Capital symbols that are readily defined and visible at the regional scale (e.g., the Ottawa River, the Gatineau Hills and the parkway/driveway network).

Region of Ottawa-Carleton. A regional municipality established in 1969 by Ontario statute that includes 11 municipalities centred by the City of Ottawa. Regional responsibilities include land use planning, roads, public transit, water supply, sewage treatment, social services, and other responsibilities.

Sector Plan. Sector Plan is a land use plan for a smaller geographic area, approved by the NCC's Executive Committee, that refines the general themes, goals and policies of a Master Plan. It provides precise interpretations of land designations, and can address long-term development, environmental, circulation, heritage, and visitor objectives, among others. A Sector Plan provides a framework to simplify management and resolve specific planning issues, and provides general directions for implementation (NCC, 1999).

Sustainable Development. Sustainable development is development that meets the needs of the present generation without compromising the ability of future generations to meet their needs. Sustainable development provides a framework for the integration of environmental policies and development strategies. It recognises that development is essential to satisfy human needs and improve the quality of human life.

Development must be based on the efficient and environmentally responsible use of all society's scarce resources - our natural, human and economic resources. Economic development, social development and environmental protection are interdependant and mutually reinforcing components of sustainable development.

Principles of sustainable development include the following:

- fullfillment of human needs for safety, clean air and water, food, education, and useful and satisfying employment;

- maintenance of ecological integrity through careful management, rehabilitation, reduction in waste, and protection of diverse and important natural species and system;

- achievement of equity with the fairest possible sharing of limited resources among contemporaries, and between our generation and our descendants; and

- public involvement in the definition and development of local solutions to environmental and development problems (Government of Canada, 1995).

Sustainable Transportation Planning Goals. The Transportation Association of Canada (1993) identifies the following sustainable transportation planning goals:

- Plan for increased densities and more mixed land uses.
- Promote walking as the preferred mode for person trips.
- Increase opportunities for cycling as an optional mode of travel.
- Provide higher quality transit service to increase its attractiveness relative to the private auto.
- Create an environment in which automobiles can play a more balanced role.
- Plan parking supply and price to be in balance with walking, cycling, transit, and auto priorities.
- Improve the efficiency of the urban goods transportation distribution system.
- Promote inter-modal and inter-line connections.
- Promote new technologies which improve urban mobility and help protect the environment.
- Optimize the use of existing transportation systems to move people and goods.
- Design and operate transportation systems which can be used by the physically challenged.
- Ensure that urban transportation decisions protect and enhance the environment.
- Create better ways to pay for future urban transportation systems.

Threatened Species. A threatened species is one likely to become endangered if limiting factors are not reversed (COSEWIC, 1999).

Valued Ecosystem Components (VEC). All natural elements and functions that are ecologically important and contribute to the quality and integrity of a region in terms of content, quantity or impact on the natural environment. Examples include the following:

- Rare or endangered plant and animal species, including insects and other invertebrates, reptiles and amphibians, birds and mammals (existing federal legislation and policies on rare species are taken into consideration)
- Woodlands or forests of special interest to the National Capital Region
- Rare or old trees
- Wetlands and their functions
- Wildlife habitats
- Geomorphologically important sites, and
- Natural heritage areas such as areas of natural and scientific interest in Ontario and ecologically sensitive areas, as well as other natural areas protected by various designations in municipalities.

Visitor Facilities and Services. A range of elements that are vital to a visitor's stay in the Capital. These include reception and informa-

tion services, transportation, accommodation, refreshment facilities, recreational activities, tours and guide services.

Vulnerable Species. A species of special concern because of characteristics that make it particularly sensitive to human activities or natural events (COSEWIC, 1999).

Watershed. All lands drained by a river or stream and its tributaries.

Wetland. Land that is saturated with water long enough to promote wetland or aquatic processes as indicated by poorly drained soils, hydrophytic vegetation and various kinds of biological activity that are adapted to a wet environment. Wetlands include bogs, fens, marshes, swamps and shallow waters — usually two metres deep or less (Canada, 1991).

Wetland Functions. The natural processes and derivation of benefits and values associated with wetland ecosystems, including economic production (e.g., peat, agricultural crops, wild rice, peatland forest products), fish and wildlife habitat, organic carbon storage, water supply and purification (ground-water recharge, flood control, maintenance of flow regimes, shoreline erosion buffering), and soil and water conservation, as well as tourism, heritage, recreational, educational, scientific and aesthetic opportunities (Canada, 1991).

Wildlife Habitat. Areas of the natural environment where plants, animals and other organisms, excluding fish, survive in self-determining populations and from which they derive services such as cover, protection or food.

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